# THE SURVEY

Vol. LXV. No. 10 MIDMONTHLY February 15, 1931


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# The Gist of It

THE tangled skein of drought relief in Congress, the White House and the Red Cross unsnarled, in part, by PAUL U. KELLOGG, editor of The Survey. Page 535.

THE health editor of The Survey, DR. HAVEN EMERSON, gave mid-winter advice to the staff, which on page 538 is passed on to all readers.

MR. WICKERSHAM'S famous five-gallon shelf of reports reviewed by ARTHUR KELLOGG, managing editor of The Survey, page 539.

FIRST they didn't have any employment, so far as the public and the newspapers were concerned, and then they elected a new city administration pledged "to do something about it," and here, briefly on page 540, is what Detroit did, reported from the ground by BEULAH AMIDON of The Survey staff.

"E. E. H." will be quickly identified as the initials of EDWARD EYRE HUNT, secretary of the President's Unemployment Conference of 1921, director of the Hoover Survey of Recent Economic Changes, and secretary of the President's Emergency Committee for Employment of 1930-31. Since his part in Belgian relief, Mr. Hunt, in addition to serving as an assistant secretary of commerce, has been closely associated with President Hoover in his activities in the field of social and economic research. Mr. Hunt responded to an urgent request for an outline of the Woods Committee work to put before Survey readers, but regards it as an office memorandum (page 542) rather than a signed review such as he prepared for us six months after the close of the Conference of 1921, which was later incorporated in the proceedings.

THE lively hearings on the federal bills for maternal and child health are reported on page 544 by FLORENCE KELLEY, secretary of the National Consumers' League.

THERE'S no doubt it pays to advertise—breadlines as well as breakfast food. Witness eighty-two of them in New York, where a man can eat all day if his legs don't give out, and Boston, where there's not one. Some current experiences by GERTRUDE SPRINGER of The Survey staff. Page 545.

YEAR in and year out JOHN COLLIER, secretary of the American Indian Defense Association, is the relentless critic of those who would despoil the Indians of their tiny remaining heritage. Page 548.

BAD times should not be made worse by letting down the bars of housing standards—quite the contrary, argues BLEECKER MARQUETTE, executive secretary of the Better Housing League of Cincinnati, page 549.

THE Boy Scouts of America comes of age this month with more than 600,000 Scouts and over 227,000 Scoutmasters and other adult volunteers—a lusty youth, fond of the out-of-doors and still growing. On page 550 the spirit of the Scoutmaster is put by REMO MARION LOMBARDI of the headquarters publicity staff.

A BOSTON meeting which broke new ground in analyzing volunteer service reviewed by HELEN MORTON, secretary of the Volunteers Service Bureau of the Boston Red Cross. Page 562.

THE only person who can draw both tears and laughter when she talks about publicity is CLARE M. TOUSLEY. Her article (page 563) is the gist of a speech she made at a meeting of the New York chapter of the Social Work Publicity Council. She is president of that organization and associate director of the Charity Organization Society of New York.


SURVEY ASSOCIATES, INC.

112 East 19th Street, New York

*PUBLISHERS*

THE SURVEY—Twice-a-month—$5.00 a year

SURVEY GRAPHIC—Monthly—$3.00 a year



ROBERT W. DEFOREST, *president;* JULIAN W. MACK, *vice-president;* JOHN PALMER GAVIT, *secretary;* ARTHUR KELLOGG, *treasurer;* MIRIAM STEEP, *director finance and membership.*

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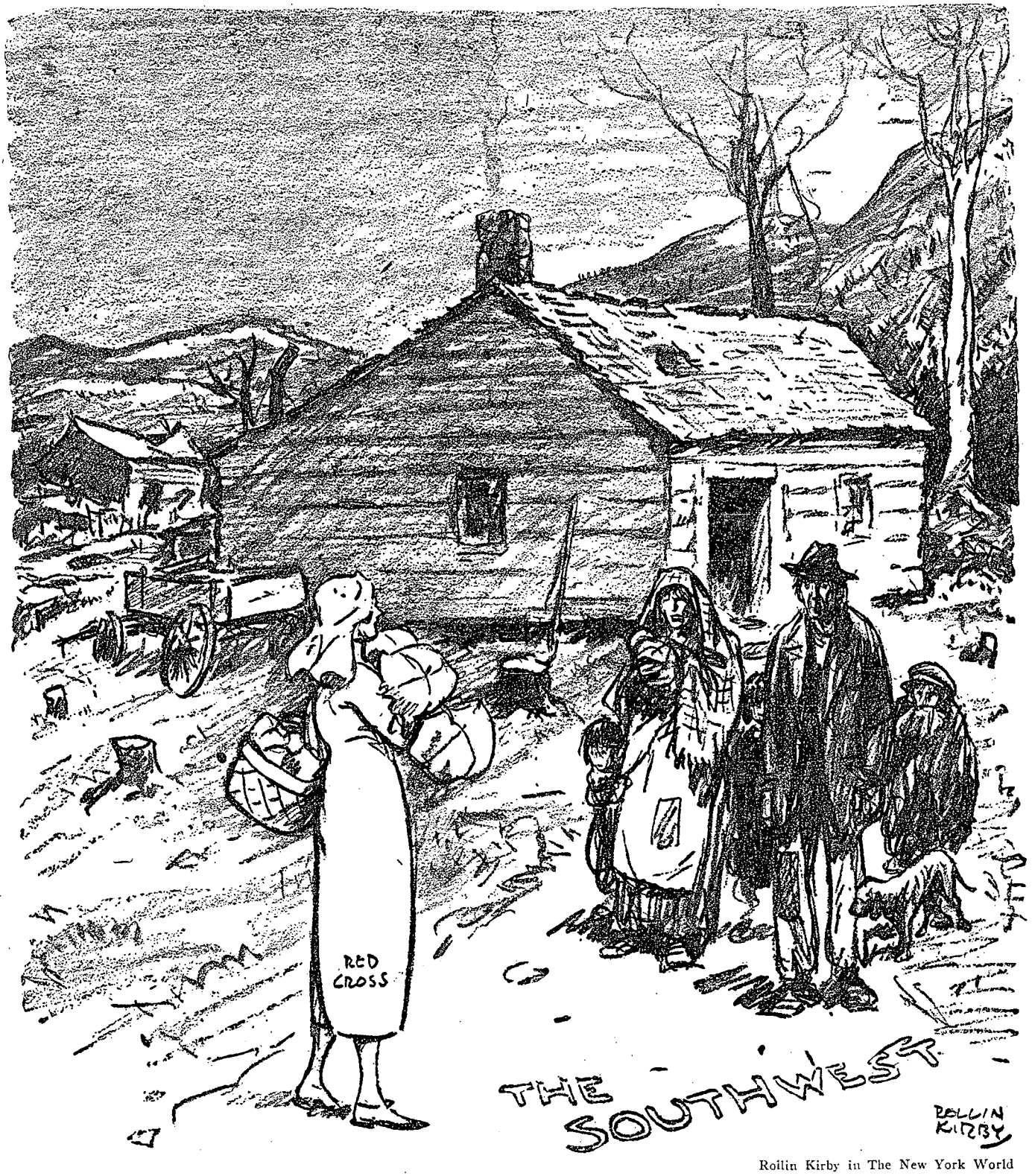


Rollin Kirby in The New York World

HELP KEEP HER THERE

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THE SURVEY

February 15
1931

Volume LXV
No. 10

## Life Is Earnest

ANYONE who thinks that the modern generation is preoccupied with new ways for new days might well ponder this letter received by a girls' club in a Cleveland settlement:

Dear Cameo Girls:

I take this means of expressing my desire to be dropped from the membership list of this club. As it is impossible for me to attend the meeting regularly and follow its affairs properly I feel that I will be no great loss to the club. My heart leans more toward matrimony and my entire time is taken up in pursuit of this goal.

P. S. And may all my daughters be Cameo Club girls, Amen.

## Hotel Help

HOTEL employes were inconsiderate enough to fling an actual labor problem into the laps of economists, sociologists and other experts gathered in Cleveland recently for peaceful conference about wages, unemployment, social legislation and the like. Members of the American Association for Labor Legislation, the American Economic Association and kindred learned societies fell out of their taxis into the arms of pickets, and while they listened to papers and joined in discussion they found themselves involved in a controversy between cooks, waiters, and engineers in the leading hotels and the Cleveland Hotels Association, Inc. The American Association for Labor Legislation moved all meetings over which it had exclusive control to places not involved and other societies followed to some extent, notably the sociologists who at the last moment changed their annual dinner to a hotel at peace with its help.

During the conference week a newspaper controversy developed between John B. Andrews, secretary of the American Association for Labor Legislation, and union spokesmen as to the facts of the hotel conflict, the union officials claiming that the hotels had tried to force a "yellow dog" contract on their workers, Mr. Andrews holding that the "yellow dog" issue was not involved. At the request of members of the various societies, William Leiserson of Antioch College and John A. Fitch of the New York School of Social Work drew up an informal report on the situation which makes clear that the conflict between the hotels and the union developed after arrangements for the meetings had been made. On the facts of the controversy, it shows that for some years the hotels had had continuous contractual relations with the union. Just before the expiration of the last contract, the Hotels Association notified the union that they would terminate all relations and offered individual contracts to employes. "Many, perhaps most of the employes refused to sign the contract and were, accordingly dismissed; whereupon the union declared that a lockout was in progress and picketing began." Up to the time the report was presented, the hotel managers had refused to meet with the mediation committee named by the city manager. The report adds:

> Regardless of the right or wrong of it, the whole matter boils down to controversy of a type that is by no means uncommon, in which an association of employers sets out to get rid of a union. The individual contract allows the signers to remain union members if they wish, but refusal to confer or deal with the union establishes a condition of non-unionism.

## Bruère of the Bowery

"BANKING has become as cut-and-dried as cobbling," you sometimes hear. But with banking, as with cobbling (and the salty memory of Hans Sachs bears us out) it is not the trade but the man following it who determines whether his calling shall be broad or narrow, dull or satisfying. Those who have followed the work of Henry Bruère, the newly chosen president of the largest savings bank in the world, know that for him banking—even minutely-regulated savings banking—will never be a cut-and-dried trade. At thirty-three, after graduate studies in law, experience as a settlement resident, boys' club leader, in the personnel department of International Harvester, and as director of the Bureau of Municipal Research, he was city chamberlain in the Mitchell administration of New York City. Later he served as financial adviser to the Mexican government, and during the war was a federal director in the United States Employment Service. Four years ago he resigned a vice-presidency in the Metropolitan Life Insurance Company to become senior vice-president and treasurer of the Bowery Savings Bank which he now heads. Last year Governor Roosevelt called on Mr. Bruère to serve as chairman of the first state commission on unemployment



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(see The Survey, December 1, 1930, page 257). To one big job after another he has brought the illuminating viewpoints of social-work theory and method, as well as his knowledge of finance and public affairs and his special skill as an executive.

That as a savings bank official Mr. Bruère sees at first hand some of the causes as well as the results of industrial depression and unemployment is shown by recent statements of the Bowery Savings Bank. The panicky lack of faith in commercial institutions in hard times and the fear of lay-off or wage-cut that makes us save instead of spend, are reflected in the figures of the bank's recent business. Thus the gain in deposits in 1930 was more than $77,000,000 as compared with $23,000,000 in 1929. The total number of new depositors last year was 40,000 as against 27,000 the year before. In December, when deposits poured in following the closing of the Bank of United States, the Bowery had to put on an extra clerical force to handle an increase in savings accounts in excess of $30,000,000 with 21,000 new depositors, as compared with $6,500,000 and 2000 new accounts in December 1929.

## Bill Butcher

IT was fitting that the funeral of William Lewis Butcher should have been held in the old Newsboys' Home in downtown New York. For twenty years this old building had been the center of his ever widening circle of activities. Here, in daily contacts with boys, he fed the deep stream of his understanding of youth and its problems. Bill Butcher joined the staff of the Children's Aid Society in 1910 as director of boys' welfare. This relationship was never broken though the vigor of his mind and personality carried him far beyond the bounds of any single organization. Boy Scouts, Big Brothers, boys' clubs, boys' work everywhere, national and international, all were stimulated by his touch. He was a valued member of the New York State Crime Commission and chairman of its Sub-Commission on Causes and Effects. The notable studies of juvenile delinquency made under his direction are a measure of the depth and quality of his mind.

Bill Butcher died on January 15 after an illness of two months. On his last day in his office a young worker came to him for certain facts regarding Robert N. Brace, just retiring from his long service with the Children's Aid Society. Butcher was ill and was preparing to go home, but his quick good nature asserted itself. "I know all about the Braces," he said. "Here, I'll write your piece for you." And he did, then and there, the simple warm appreciation which, under the title, The Three Braces, appeared in The Survey of December 15, 1930. Five minutes later he left his office never to return.

## Nathan Straus

FULL of years and honor Nathan Straus, last survivor of three brothers who left a deep imprint on their times, was buried with the simple circumstance which was the true expression of his character. A great outpouring of people from every walk of life bore witness to the wide reach of his influence. Nathan Straus, a German immigrant boy, acquired wealth. But wealth itself never concerned him as deeply as the humanitarian causes to which he devoted his fortune. To these causes he gave not only money but all the strength of his virile personality and of his talent for achievement. His faith, supported by works, carried many projects through the pioneer stage and established them as accepted social and health practice. Greatest of these was the pasteurization of milk as a means to the conservation of child life. This began in 1893 with the establishment of an infant milk depot, the first in America, on the East Third Street pier in New York. The idea was novel and was greeted with incredulity, derision and attack. Mr. Straus never lost faith or faltered in his purpose. Year by year he extended his demonstration and added to the weight of testimony until it could no longer be denied. Today practically all the milk entering the large cities is pasteurized. What this has meant in terms of child life cannot be measured. In constitutes a living monument such as few men have left behind them.

Nathan Straus' interest in a Jewish homeland long antedated its political organization. His zeal for this cause never wavered. To it he devoted the strength of his later years and a large part of his fortune. Of it he said, "My mind is there, my money is there, my heart is there." Nathan Straus built a great tradition as a man, as an American and as a Jew. His was a fruitful life. His example no less than his works, goes marching on.

## Matrimony and the Job

MATRIMONY disqualifies a school nurse for service in Jersey City unless there are "extenuating circumstances" according to a recent ruling of the Board of Education. An extenuating circumstance exists when the nurse is obliged to be responsible for her own support or for the support of others. The Board asked ten married nurses on its staff of thirty-four to hand in their resignations, but waived the rule in favor of two with these financial obligations. In Jersey City teachers who have given satisfactory service for three years come under the tenure of office rule and can be removed only for cause, in which matrimony is not included. If they marry before the first three years are up, however, the appointment ends automatically. The superintendent of schools, Dr. James A. Nugent, is quoted to the effect that it is the department's policy to give unmarried women a chance if they are qualified, while "married women can look to their husbands for support."

## Paying the Doctor His Due

THE inaugural address of the president of the New York County Medical Society, Dr. Charles Gordon Heyd, was justly taken by the New York press to be front-page news. Declaring that the time is not far distant when the Society must decide whether as an organization it shall enter the business of medicine, Dr. Heyd outlined the impasse of the present economic system under which doctors get an average annual income of not more than $3000, despite their investment of some $28,000 in a professional education, while the payment for medical expenses soars beyond the reach of 80 per cent of the population. The physicians of the United States, he estimated, give free care to the extent of $385,000,000 a year. The doctor cannot get less—and how can the patient pay more? An answer can be found, he believes, in a fair-minded study not primarily of who can pay and who cannot, but of how payment can be made. Most

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wage-earners could pay reasonable medical bills in time, on the instalment plan, as they buy radios. Insurance principles could spread over the many the costs which fall crushingly on a few. With organization under which more people paid, it should be possible for doctors to reduce present fees in some cases, and for clinics and dispensaries to pay them suitable salaries for the work the doctor now must give without charge. For some few patients, of course, charity may always be necessary. Dr. Heyd recommends that these subjects be studied carefully by a special committee of the Society. Both doctors and patients will look forward hopefully to the benefits that may be anticipated from such an approach and from the important technical studies now being furthered by the national Committee on the Costs of Medical Care.

## Mr. Brownlow Goes West

IF you are a public official in Tulsa and wonder whether some other city has not solved a problem that is troubling you, or if you are an official in Tampico and think you have hit on a plan that would interest other public servants, or if you help wield the destinies of a larger metropolis, or are merely an unofficial specialist, you will welcome the establishment of the Public Administration Clearing House. There has long been need for such an organization to establish an exchange of information among the more than three hundred national, state, provincial or regional organizations of public officials here and in Canada, the hundred or more agencies for governmental research and the scores of colleges concerning themselves with problems of government. With headquarters in Chicago, it will be under the direction of Louis Brownlow, well-known municipal consultant. According to Mr. Brownlow,

> the Clearing House will not advocate any particular form or scheme of governmental reform, nor will it undertake surveys or other direct services. It is designed rather to serve the organizations already at work in the field of public administration by endeavoring to set up machinery for a quicker exchange of information and thereby to induce a more hearty and effective cooperation. It will be careful not to invade the province of any existing organization but it will try to serve, if it can, to the extent of its ability the requirements of all such organizations for the type of service indicated by its name—Clearing House.

The primary impulse for establishing the Bureau came from the Committee on Public Administration of the Social Science Research Council, the financing in chief part from the Laura Spelman Fund of New York, and the blessing of approval from a group of organizations meeting at the recent International Conference on Government. Former-Governor Frank O. Lowden of Illinois is chairman, former-Governor Harry F. Byrd of Virginia, vice-chairman, and Richard F. Childs, treasurer.

## The Salmon Award

IT is especially fitting that Dr. Adolf Meyer of Baltimore should have been chosen by the New York Academy of Medicine for the first lectureship award under the recently established Thomas W. Salmon Memorial Fund. Dr. Meyer was among the first of those to whom Clifford W. Beers turned when he started his memorable campaign to free others from the suffering he had endured in a hospital for the insane (see The Survey, May 1, 1930, page 117). It was he who suggested the term "mental hygiene" to express the hopeful and preventive aspects of the new movement which Dr. Salmon later fostered and furthered as medical director of the National Committee for Mental Hygiene. The memorial fund established by Dr. Salmon's friends provides an honorarium of $2500 to be awarded by the Academy annually to a distinguished leader in mental hygiene, and the recipient each year delivers the Thomas W. Salmon lectures. Dr. Meyer's many and distinguished contributions to his profession through his work in Illinois, Massachusetts and New York and his professorships at Cornell and Johns Hopkins thus receive an amply deserved recognition.

## The Jewish Federation Plan

REPRESENTATIVES of Jewish Federations from some twenty-four cities met recently in Cleveland to take stock of their situation. The steadily increasing pressure on Jewish social work, the anticipated difficulty of raising adequate funds, the enlarging area of need and the inevitable sequelae of continuing problems all combined into a threatening circle. The Federation folk looked their situation squarely in the face. They realized that the winter is bringing to social agencies a whole new clientele which will not drop off quickly. They realized that returning prosperity will not call forth at once the increased support which continuing problems will require. They needed, they felt, a definite statement of principles to be followed, something to set their feet on while threading uncertain ways.

The statement, subscribed to by all the representatives, comes out clearly for a defense of the whole front, for the maintenance of professional standards of work and of pay, for the continuing support of national projects and for the individualized treatment of agencies in determining budgets as against the horizontal cut. It urges active Jewish participation in integrated community programs and an increased use of public and non-sectarian services. It recommends rigid economy of expenditures, a pruning of outworn activities, a restudy of policies of admission and a sustained effort to increase earnings from services rendered. Reserve funds, unrestricted legacies, even credit should be used to meet community obligations and to maintain standards of work.

Looking ahead, the conference urges that with returning prosperity the federations should build up reserve emergency funds. It endorses the Wagner bills in Congress and approves "the creation of appropriate insurance measures through which the burden of unemployment may be properly distributed over industry, the employes, and the general public."

## Dr. Addams

AT the last convocation of the University of Chicago the honorary degree of doctor of laws was conferred on Jane Addams. Miss Addams was presented to the president of the University by Edith Abbott, dean of the Graduate School of Social Service Administration, as follows:

> On behalf of the University Senate I present for the honorary degree of doctor of laws a woman who has been honored by many different countries in many different parts of the world but whose work remains the special pride and glory of the State of Illinois and the City of Chicago. Born in this state of pioneer Quaker parents, her father was an early mem-

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ber of the Illinois State Legislature and the friend of Abraham Lincoln. She was educated in this state at a pioneer college founded for the higher education of women. Coming to Chicago forty years ago, she brought with her the spirit of the pioneers and established the first American social settlement in one of the neglected river wards of the West Side of this city. And working from this center, she came to be recognized in this country and abroad as the leader of the social-reform movement during the generation now living. She and her Hull-House associates worked successfully for the abolition of the sweating system, for protective legislation for working women, for the abolition of child labor, for the improvement of housing conditions, for the founding of the first juvenile court in the world, for the establishment of the first system of mothers' pensions, for the political equality of women, for trade unionism and industrial democracy, for justice and fair treatment for the immigrant and the Negro, for peace and international good-will—these are some of the great causes to which she has devoted her life and for which she is known as the first citizen of this great city, which she has loved and served so well. Mr. President, I have the honor to present Jane Addams, of Hull-House, for the honorary degree of doctor of laws.

## Cave Dwelling, 1931

HOUSING forward or backward? Under this caption (page 549) Bleecker Marquette of the Housing Association of Cincinnati warns against the lowering of hard-won housing standards on the plea that the depression demands concessions. Sophistry, says Mr. Marquette. As a result of the depression building and labor costs are lower; hence, housing should go forward not backward. Yet in the name of this same depression, in New York State, the tenement house commissioner and the volunteer committee for the Multiple Dwellings Law will offer an amendment to section 216 of the law, whereby the present provisions relating to cellar occupancy would be repealed. This would indeed be a backward step, permitting the occupancy of cellars under the same dismal conditions that existed prior to the enactment of the present law two years ago. Should the arguments of the proponents of this bill that many families of the unemployed cling to their cellar-houses because they can not afford better quarters, carry weight? Or the argument that landlords are hard hit? On the basis of such arguments how far could we not go in returning to the mediaeval standards of yesterday?

Some dozen other amendments will probably be presented to the legislature. Two of these mark a distinct step forward—one prohibiting the occupancy of windowless rooms for living purposes in old-law tenements after January 1 1936, and the other requiring at least one toilet for each family located on the same floor as their apartment. What will be New York's answer—forward or backward?

## Dispelling a Clinical Ghost

A FEW alarmed observers never tire of shouting that there is a skeleton in the closets of hospitals and clinics. It is called, they aver, Pauperization of the Patient, and is responsible on the one hand for undermining the morale of the sick one, and on the other for using its bony fingers to keep dollars from the pockets of deserving doctors. A study recently published by the Chicago Institute of Medicine brings the fearsome creature out into the open. Trained investigators, guided by a committee of physicians and a committee on economic and social factors, including representatives of the University of Chicago, the School of Social Service Administration, Northwestern University, the Julius Rosenwald Fund, the United Charities and the Council of Social Agencies, gathered elaborate data concerning more than five hundred consecutive hospital and clinic patients in six large medical institutions of Chicago. After the facts of earnings, rent, unemployment, size of family, presence or absence of automobile and the like, were brought together and weighed, it was found that a little less than 4 per cent of these patients might have paid more than they did for their medical care, at least for a time. But on the other hand five times that number—or 20 per cent of the whole lot—had paid out more, in the opinion of the investigators, than they could afford. They had gone without food to buy medicine, or had sunk into debt in order to pay amounts completely disproportionate to their resources. More than half of the whole group of patients had employed private physicians previously for their illness, and had resorted to free or part-pay services only when their money was used up. To determine the ability of a family to pay for medical service, the authors conclude, is a complex matter in which consideration must be given to many factors, including income, living standards, expense of previous illnesses and probable expense and outcome of the present one.

## Psychiatry in the Court

THAT psychiatry can help the courts to deal with criminals more justly and with greater economy to society is the substance of a report just made to the National Crime Commission by its committee on the medical aspects of crime. The larger courts, the committee believes, should have their own psychiatric clinics; the smaller, access to service which includes competent psychiatrists, psychologists, and social investigators; while the principle of the indeterminate sentence and the greater discretion of judges in dealing with cases should be extended. A few notorious battles of alienists, testifying on the one hand for the prisoner and on the other for the prosecution, have served to bring medical testimony into public disrepute. Judges, juries, and newspaper readers are naturally confused and disgusted when one expert shouts that the accused is "sane" while another insists with equal firmness that he cannot and should not be held responsible for his actions.

But it is not neceessary, the committee points out, to throw the baby out with the bath and conclude that medical tesimony has no just place in the court. In agreement with the policies formulated by a joint committee of the American Bar Association, the American Psychiatric Association, and the American Medical Association, they point to the celebrated Briggs Law of Massachusetts, which provides for an impartial and routine examination under state authority of persons held on criminal charges, thus giving judge, prisoner, and jury the benefit of objective fact, not ex-parte contention. There seem at present to be relatively few instances in which medical testimony is important in influencing the sentence of a prisoner; but in those cases it is so important both for the prisoner and the community that it cannot be left to chance, or made to depend on the size and influence of the prisoner's purse. The painstaking survey and study on which this committee bases its report deserves attention and as prompt action as possible.

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# Drought and the Red Cross

By PAUL U. KELLOGG

WHEN in 1927 floods swept the Mississippi Valley there was a general lifting of spirits as Herbert Hoover dropped his work at the Department of Commerce and set out for the bottomlands. He was the field marshall for the job. The work of succor and rehabilitation moved with swiftness and competence.

Last summer, the most severe drought in the climatological history of the United States scotched not only much of that same region but areas in twenty-one states. The devastation was not so spectacular but the distress may mount to vaster proportions. Yet with Mr. Hoover chained to the White House, not the field marshal this time but a sort of war cabinet and general staff rolled into one, things were still at loose ends into February, with feelings upset at both ends of Pennsylvania Avenue, with a belated Red Cross drive for ten millions for drought relief at loggerheads with the Senate's attempt to appropriate twenty-five millions to the Red Cross, and with more public attention centered on controversy than on the tremendous human stakes in crossroad villages, parched farmlands and cropless plantations.

The size of those human stakes were set forth by DeWitt Smith, assistant national director of domestic operations, in the Red Cross Courier for January 1. By the Mississippi flood of 1927,

> 170 counties were affected in seven states, involving a population in the flooded territory of approximately 930,000. Red Cross assistance was extended to a total of 120,732 families.
>
> Enormous as was that operation, the figures are dwarfed by comparison with those of the present drought situation. Measured by the counties to which reduced freight rates are extended upon certification of the Department of Agriculture, about one-third of the entire country is affected—a total of more than a thousand counties in twenty-one states. The rural population of these counties alone has been estimated at seventeen millions. And some of them embrace territory in which transportation and communication are particularly difficult. No one knows the number of families that may need assistance during the winter.

President Hoover was quick to sense the situation last August. He called a meeting of governors and appointed a Federal Drought Committee under the chairmanship of the secretary of agriculture, including representatives of the federal departments concerned and the Red Cross. Twenty state and many local committee organizations were set up to deal with the situation. The objectives, as stated at the time, and as recapitulated by Mr. Smith, were to

> assist families over the winter who were deprived of means of support through failure of crops, to prevent unnecessary sacrifice of livestock and to protect the public health. It was designed to accomplish these purposes through the development of new opportunities for employment, the creation of additional credit facilities, the reduction of freight rates and finally, as a last resort, through the administration of relief by the Red Cross.

Information as to local needs was gathered, reduced freight rates obtained on shipments of livestock and foodstuffs into and out of the drought affected areas, certain additional federal road funds were made available.

The Drought Committee could draw on a balance of half a million dollars left over from the original six million dollars appropriated for loans in states affected by storms the year before. Such credit could be made available through the county agents of the Department of Agriculture, but of the drought states, it was available only in Missouri, Oklahoma, Virginia and Alabama and could not be drawn on for some of the most seriously affected areas.

Late in November a conference was held at the Department of Agriculture at which representatives of the state committees, Red Cross officials, and congressional leaders were present. This was at the time when a moratorium on politics was announced at the White House, and the ground laid for cooperation between leaders in both parties so as to speed up emergency measures with the assembling of Congress in December. This conference breathed the spirit of such a united front. Reports from the drought states indicated the seriousness of the crisis, and those present united behind a program for loans to families in the stricken areas, similar to the storm-credit measure of the year before, for the purchase of seed of suitable crops, fertilizer, feed for work stock and fuel for tractors used for crop production.

The participants were conscious of the need for food, but there was talk against doles and the Department of Agriculture was disinclined to be regarded as a relief agency in that sense. On the other hand, there was practical recognition of the fact that a lot of the money would ultimately go for food anyway, as the borrowers weren't likely to use it for mules if their children were hungry. No public announcement was made as to the amount of the loan fund, but the figure frequently mentioned in the discussions was $60,000,000.

THE President recommended emergency legislation along these lines in his message. Meanwhile Senator McNary (Rep.) and Congressman Aswell (Dem.) had set about drafting a non-partisan measure which would carry out what they conceived to be the intent of the conference. Their figure was $60,000,000, and they included loans to families for food. This was a departure, but I was credibly informed that experts of the Department of Agriculture were called in to go over the draft, and offered no objection. The bills were introduced concurrently at the opening of Congress. It was at this point that cooperation broke down—or took that form which Senator Robinson of Arkansas, the democratic leader in the Senate, described as of the sort when "one man shall walk away and another follow." Without conference or warning, an alternative administrative measure was introduced with the food loans excluded and the amount scaled down to $25,000,000. The Senate passed the $60,000,000 measure; the House the $25,000,000; and in due course, to get some measure through before the holidays that would lay the ground for relief, a compromise was reached in the sum of $45,000,000 and with the food provision left out.



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But meanwhile, the fat was in the fire. The Capitol was full of senators and congressmen, just come from the drought states, to whom the distress there was not a matter of statistics but of bitter human needs in terms of their constituents. Both Democratic and Republican leaders associated with what they conceived to be the common understanding, felt that they had been let down. There was rebellion and vehemence. There was some hard sledding for the measure asked for by the administration, appropriating $110,000,000 to be allotted by the President and cabinet for immediate emergency construction projects previously authorized. On the day it passed, the President issued a statement at his regular press conference, lumping together all the bills of one sort or another, "mostly in the guise of giving relief," introduced by members according to their own lights or at the request of constituents. His round sum of a four and a half billion increase in expenditures over and above what he himself recommended was something like saying that the members of Congress wanted to live a thousand years because they individually hoped to reach the allotted span. "Prosperity can't be restored by raids on the public treasury," he said; and while what he went on to say was aimed specifically at organizations and agencies outside Congress, what the Hill caught was the phrase, "playing politics at the expense of human misery."

Those who had fought for the $60,000,000 appropriation and regardless of technicalities wanted to get food to hungry countrysides, and who felt that they had been short-circuited by an administration which had talked cooperation, were especially sore. Secretary Hyde had denounced the extra thirty-five million of the original bill as a dole. Senator Robinson of Arkansas, the Democratic leader, led the fight for the full sixty million. "It is all right to put a mule on the dole," he said, "but it is condemned, I see, to put a man on a parity with a mule." And Senator LaFollette introduced his resolution that "the relief of human suffering in this emergency should take precedence over consideration of the interests of wealthy income tax payers." Senator Caraway of Arkansas was one of the most vigorous in his plea for the drought sufferers and scathing in his attacks on the President.

"YOU can't tell me that Herbert Hoover hasn't as big a heart as any man in the country," said one of his ardent supporters in commenting on developments to me, "and you couldn't have told me that he would let men like Caraway beat him to it in projecting aid to those drought areas; but he did." There had been more feeling in the President's call to defend the Treasury against raids than in his public espousal of the needs of the drought areas. And it had had sharper focus.

What then had been the President's line? It is known that in October, men in the confidence of the White House, notably Ogden L. Mills, assistant secretary of the Treasury and treasurer of the American Red Cross, favored a joint drive for voluntary contributions for unemployment and drought relief. Figures as high as $200,000,000 were mentioned; and some of his friends visualized the great organizer of European relief marshalling his countrymen in the conquest of domestic misery.

This project ran into a snag. Leaders in the community-chest movement throughout the country dug in their heels. They were anxious lest it take the wind out of the sails of their local fall drives on which the whole range of community activities in city after city would depend this winter. Their objections reached deeper; such a centralized money-raising scheme might weaken the sense of local responsibility. The move was not projected after conference with the people who would be expected to shoulder the load of money raising, or the load of carrying on the work. But accepting it as inevitable, a sort of inverted war chest scheme was suggested as an alternative; the larger share of whatever was raised in any city to stay there to meet local needs.

From another angle, the project was questioned as something which would boomerang upon the President if launched in the midst of the fall political campaign. The point was made that he would be charged with playing politics with human misery—a thought which if it reached the President, may unconsciously have led him into his later reflections. The upshot of these negotiations was that the national fund was deferred until after the elections and until after the chest drives; and then faded out of the picture.

IN the sketchy budget associated with this move, the share mentioned as likely to go to the Red Cross was as high as forty millions. There is no indication however that the Red Cross was the instigator of the plan. Throughout the fall, it had been extending its work in the drought area, and its central committee had appropriated as much as should be needed of its disaster reserve of five millions. Up to January 1, roughly half a million of this had been spent.

The Red Cross is of course a semi-official organization, chartered by Congress, with the President of the United States as its titular president.

Its wartime home service work has persisted and developed in rural areas, its rural nursing grown, its varied services to Army and Navy continue in peacetime; but its largest responsibility is as an emergency organization ready in time of war or disaster. It operates through chapters, with their voluntary members; but has built up an experienced and able operating staff of which James L. Fieser, vice chairman, is chief. It looks to its annual roll call for current funds, but not only has it conserved as reserves to be used in emergencies some of the funds unspent when the War stopped short, but has played safe by having also in reserve the money that would carry it for a year. With so large an organization, charged with such serious responsibilities, the course seems eminently sound. The grant of power in its charter is affirmative, but its experience has led it not to attempt to extend relief in strikes, business depressions, failures of crops or other forms of unemployment which have been considered part of the normal hazards to which agriculture and industry are subject from time to time.

"However," reads its Disaster Relief handbook,

> where there is suffering and want from any cause and the fundamental needs are not being met, chapters may participate in community action in extending relief. If a continued widespread condition of drought produces a famine situation it may be necessary for the national organization to carry on a relief program in accordance with the obligations of its congressional charter.

So we find the Red Cross feeling its way deeper and deeper into the drought situation throughout the fall. Red Cross relief is based upon need, not loss. John Barton Payne, the chairman, assured the President that it was "prepared to

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## Funds Held by the National Organization of the Red Cross

*(Based on the Balance Sheet of November 30, 1930; and supplied by James H. McClintock, vice chairman, A.R.C.)*

ENDOWMENT AND RESERVE

| | |
|---|---|
| The Red Cross has a permanently invested Endowment of $6,255,000, and Reserve of $5,000,000, or a total of $11,253,000, the interest on which is approximately $500,000 per year is available for the general purposes of the organization. | $11,253,000 |

GENERAL FUNDS—COMMITTED

| | |
|---|---|
| 1. The disaster fund of $5,000,000, which last fall was appropriated for drought relief; of which $1,487,900 has been expended to January 21. | 5,000,000 |
| 2. The sum of $2,226,000 to provide for the budget of the Red Cross for the balance of the fiscal year from December 1 1930 to June 30 1931, including normal disaster service and the other normal programs. | 2,226,000 |
| 3. Balance of war-time funds, amounting to $1,734,000, which is held and committed for the continuance of work for the benefit of disabled ex-service men and women over and above the part of such work which can be included in the general annual budget above. | 1,734,000 |
| 4. The sum of $850,000 set aside for the cost of a permanent building (including equipment and treatment of the site as recommended by the Commission of Fine Arts) to replace the war-time frame office building, the use of which must be discontinued. The Congress has made an appropriation of $350,000 toward the cost of this building. | 850,000 |
| 5. Balances of miscellaneous funds amounting to $158,000, which have been given to the Red Cross restricted for certain definite purposes. | 158,000 |
| | 9,968,000 |

GENERAL FUND BALANCE

| | |
|---|---|
| There remains the sum of $4,658,000 for the continued support of the other obligations of the organization, including immediate response to any other domestic disaster which may occur; the continuance of our regular program of public health nursing, first aid and life saving, nutrition, home hygiene and care of the sick, Junior Red Cross, work for the regular Army and Navy and the regular work for ex-service men. | 4,658,000 |
| *Total General Funds* | $14,626,000 |

Since July 1919 the National Organization of the Red Cross has expended $37,000,000 over and above all of its receipts during that period. Its annual expenditures therefore have averaged more than $3,250,000 per year in excess of its total annual receipts during that eleven-year period, largely for disaster relief and ex-service work.

1(Tabulation of figures, ours. The total, all funds for all purposes, including endowment, is $25,879,000—Editor Survey.)

relieve actual distress in the premises." Those premises, it was soon discovered, were much complicated by industrial unemployment, lowered commodity prices, preceding floods and crop losses from other sources, and the general economic depression which followed the stock-market crash of October 1929 and which considerably discounted the charitable resources of the drought states. On the other hand, national headquarters felt that the "need could be dealt with effectively only by decentralizing it to the local chapters and branches," and a special organization was set up with headquarters in each of the states of Arkansas, Kentucky, Louisiana, Mississippi, Oklahoma and Texas under the direction of experienced disaster relief workers.

The situation varied so much in the different regions affected that no rigid program was laid down but rather a "strict case consideration by states, counties and families." The early emphasis was on self-help—on seed for pasturage and gardens to families not otherwise able to obtain it for a fall crop. This was designed to supplement the program of the Department of Agriculture which was in position to make loans for seed in only a few of the states. The work went forward in 238 counties and 240,000 acres were planted. More turnips, we are told, were grown in Arkansas last fall than ever before in its history. The seed program cost $326,832 of which $35,179 came from local chapters.

BY the end of December, food, clothing, and other relief (in addition to seed distribution) had been given to 49,963 families, representing 250,000 individuals, in 338 counties in seventeen states. Over $500,000 had been spent for food and other items. And up to the first of the year, local chapter funds and collections had turned in roughly $400,000, the national organization about $450,000. It has ever been the policy of the Red Cross to stimulate local self-help so far as possible. Throughout the fall it laid the framework for the stress the winter would bring. It stimulated local committees, distributed the blanks which are the basis for reimbursement to the local chapters for their outlays to families, and projected into the areas 150 special field representatives, all experienced Red Cross people drawn from its varied activities or recalled from private life.

At the same time, so far as publicity went, Red Cross relief was kept in the background. It was felt to be "psychologically unsound to have the impression gain ground that the Red Cross would extend relief, until after other resources were fully developed." Thus before the Senate Committee on Appropriations on January 6, Mr. Payne testified that "Our feeling has been, and I so advised President Hoover perhaps six or eight weeks ago, that if we are permitted to proceed in our normal way—that means without clamor—we might get through the winter with our present resources [the $4,500,000 left in the disaster reserve fund]."

In his message to Congress in early December President Hoover referred to the Red Cross as the agency to be looked to to handle the job. That was not exactly clamor. Yet at least it was a loud whisper. It left the Red Cross in the position of holding the bag of a big situation, without new emergent funds. Yet a month later, in his testimony before the Senate Committee, Mr. Payne while recalling that $17,000,000 was raised for flood relief in 1927, put aside the queries of the senators as to whether more money were not needed for the drought area "I do not say that we can get through on four and one-half millions, but I say if we get toward the bottom of the barrel, we will yell." On the same day Secretary Hyde, after a conference with Judge Payne, reiterated that the Red Cross could handle the

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emergency alone; he was "perfectly certain it has the funds, the ability and the organization."

Within the week the Red Cross "yelled," or rather on January 10 the President in a letter to Chairman Payne approved of a public appeal for ten millions to aid the farmers of the drought area. It does not seem likely that Mr. Payne changed his mind in the intervening days; certainly the barrel was not exhausted (it was drawn on for $135,255. the first five days of January). If the Central Committee of the Red Cross held a meeting in the interval, I did not hear of it. Mr. Payne is an able, courageous, and realistic Virginian who has given time and means in his later years to the Red Cross. He has kept the drought negotiations between the society and the government in his own hands. He was mindful of the need in the drought area. He had seventy-six acres of excellent land in corn on his farm in the Piedmont district last summer, and said he did not gather a bushel from it. He was proceeding on the principle that the Red Cross might be able to swing the situation quietly on its disaster reserve, whereas with a drive and the attendant publicity, local resources would fade, demands would roll up and two or three times that amount of money would be needed. He doubtless hoped to recoup the five million by an appeal later on and link with it whatever sum was found to be needed to tide over the winter.

THE President's appeal preceded a deadlock between the House and Senate over an amendment which would have added $15,000,000 for food loans to the drought credit bill. Some were quick to assume that the President took things into his own hands and reached for the Red Cross to spike that amendment. Others felt it represented an alternative method to accomplish the same purpose, one more to his mind; and once his mind really came to focus on that phase of the drought situation, he was for swift action of a caliber more commensurate with the mounting need. The weakness of the situation had been that the Red Cross had hung on his decision rather than developed its own position by competent assays by its experts in the field. Such an appraisal by early December at least must have foreshadowed the situation as it has since been uncovered and would have been an adequate basis for reconsidering resources and acting accordingly. Or the situation would have been clarified in a long-headed way had the Red Cross sent an experienced commission of inquiry to the drought areas in November. The personnel of the Red Cross Central Committee itself would scarcely qualify for such a body; it is distinguished but not expert.

Up to the end of December, the local chapters were meeting half of the load, but they were about at the end of their tether. On January 15, 552 chapters in nineteen states were extending aid. Of these 222 were being given financial assistance from headquarters; by the 20th, 276 chapters were drawing on Mr. Payne's barrel; by the 26th, 364 chapters; and total outlays of the national body had passed two millions.

The slowness with which drought credit could be available had left the Red Cross up till mid-January the only agency bringing such help into drought states which did not coincide with the storm states of the year before. In addition, when help from the drought loans should come, its scope was further narrowed by the interpretation put upon it by the Department of Agriculture. The phrase "for such other purposes" was construed as too vague to mean anything. On the other hand, the bill specifically (*Continued on page* 572)

# Get Rested and Keep Rested

By HAVEN EMERSON, M.D.

NO—it is not an influenza epidemic. The present prevalence of sickness, called "grippe," influenza, sore throat, and so on, the general misery of catarrhal inflammation with sneezing, cough, headache and backache, running nose and burning eyes, lassitude and despair, is an annual event varying much in severity and complications. It comes with remarkable regularity at or soon after the Christmas holiday season, according to the inclemencies of weather, and on the whole independent of the continental waves of influenza which have, since 1917-18, swept west or eastward every couple of years or oftener.

Offices and field staffs, student and working forces are cut from 20 to 60 per cent of their strength by the sudden invasion of disabling colds, the onset of which is in part determined by the irregularities and excesses of human relationships at the holiday season, in part by the common extravagances in the use of superfluous sweets, the saccharine gorges that drop bodily resistance, overload the stomach, clog the system and sap the appetite. School and college children shuttle from somewhere to everywhere else and swap kisses and confidences, laughter and song quite universally. In sanitary lingo, they swap mouth spray and saliva in a manner worthy of the dearest needs of bacterium and virus.

Steady now, and no panic or sob stuff please, for there are several quite comforting elements in our present trouble. While an occasional case of true influenza, whatever that is, is to be found, the present outbreak of cold casualties is not influenzal in character. Complications are neither abundant nor serious. Even the occasional pneumonia that follows or accompanies the attack is of the milder variety or type. A few days in bed serves for recovery of the great majority of cold patients. There is no new or promising medicine or specific vaccine or other dose for the common cold.

The general level of health throughout the United States is really creditable and does not show a deterioration as expressed in death rates or character of disease in any way directly traceable to the unemployment situation. Hospitals are generally crowded at this season of the year. There are more than the usual number of patients in both outpatient and bed services who can not pay all or even a part of the cost of their sick care. Creation of new or emergency services for the sick would be probably of little value, and is not recommended.

Each of us can make a substantial contribution to prevention by the conduct of our days if we determine upon a few fundamentals:

One or two hours extra of sleep or rest in bed in each twenty-four.

Moderation and simplicity of diet, particularly avoiding an overload of sweets.

Avoidance of exposure to those who are sneezing, coughing, or running at nose and eyes, or who have fever.

If fever does not abate after twenty-four hours in bed call your family physician.

The most effective ways of diminishing the chances of having a cold, or serious results from one, are by immediate daily recovery from daily fatigues, and the use of simple food in moderate amount. Rest is the most powerful general preventive and curative agent we have. Get rested and keep rested throughout this season of colds and grant to others the same precious boon.

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# The Eleven Wickersham Reports

By ARTHUR KELLOGG

THUS far the Wickersham report appears chiefly to have poured alcohol on flames already briskly burning. The wets wanted a clear-cut demand for repeal. The drys hoped for united support of their position. Students of government and of law enforcement—it should gently be recalled that this is a report of the National Commission on Law Observance and Enforcement—hoped for new light on why this law has failed so miserably. There were those who anticipated some sharing with the public of the concrete findings considered at closed sessions on which the Commission based its conclusions—an exhibit which would have lifted the lid from a community and let us see the actual workings of enforcement staff and courts and the interplay of bootleggers, gangsters and racketeers, public officials, lawyers and bankers as specifically as the muckrakers once showed us the cost of municipal corruption.

None of these got what they wanted. What then did we get from this Commission of ten men and one woman, honest and intelligent, having no interest in the liquor traffic, none of them fanatical drys nor yet of the company which wears in public places the itching hair shirt of personal liberty?

Chiefly we got a sense of confusion, of argument, of eleven commissioners running briskly on eleven different tracks. If the report had been submitted as an article, not a magazine in the country would have accepted it as an adequate presentation of its points or its argument. A stodgily written general section is followed by eleven individual statements which have the effect on the reader of being eleven minority reports. In reality they are not that. They agree on many points.

After reading the whole document one cannot escape the feeling that Mr. Wickersham should have been able to get nine of his eleven to agree to a simple, pointed conclusion something like this:

The Commission finds that although prohibition began in 1920 it amounted to little until the act of 1927; "that subsequent to that enactment there has been continued improvement in organization and effort for enforcement;" that no drastic change, such as repeal, can be made for two or three years; that meantime the law stands on the books and it is the duty of the government to enforce it; that Congress should appropriate as much money as can be used effectively in employing a much larger enforcement staff selected under the most rigid civil service rules to attack the sources of supply; that if, after such fair and vigorous attempt at enforcement the thing is still a failure, some other way should be tried.

Such a statement would have put the matter squarely up to the administration and Congress and might very well have appealed to a sense of fair play in the public. And such a statement may be got from the report, but it must be picked out a point at a time from a document which, taken as a whole, gives the general impression of being a stenographer's notes of another debate on prohibition.

As a matter of fact, the law can be said to have been in effect only since 1927. Begun under a hostile administration and carried on under an indifferent one, it has been the Orphan Annie of Washington. No public office or private business could succeed with a labor turnover averaging almost 40 per cent in its enforcement staff and running as high as 58.75 per cent (1926) in its administrative posts; with 11,982 "separations" and 1604 dismissals for cause out of a total of 17,972 men employed in ten years; with a personnel of "the kind who would not ordinarily have been selected to enforce any law," men whose appointments "to a large extent were dictated through political influence." When they were given a civil service test under the new law, 59 per cent of them failed to pass. Even had there been an almost universal willingness to observe the law, it must have failed. Enforcement in any real sense is therefore three years old.

Perhaps the most interesting thing in the report is the way the commissioners line up. Four are for further trial of enforcement, five are for modification of the Amendment, two are for repeal. Or, to put it another way, four are dry, five are moist, two are wet. And that, one suspects, gives us a fairly good cross-section of public opinion.

The future lies with the moist. Had there been good enforcement, it is reasonable to suppose that some of them would have been on the dry side, and if from now on there is great improvement they may pass over to that side. But if, after another two or three years the Commission should still be "of opinion that there is yet no adequate observance or enforcement," the moist contingent will inevitably become wet. That would give a clear wet majority and a mandate to someone to propose a workable plan. The Commission has no such plan.

Chapin in The Philadelphia Public Ledger

*The cat comes back*



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# Detroit Does Something About It

By BEULAH AMIDON

WHEN the newspapers announced, under a Detroit date line, that 100,000 automobile workers had been taken back to work with the beginning of 1931, I thought of Otto Meyer. When I was in Detroit, two weeks before Christmas, I talked with Otto at the headquarters of the Mayor's Unemployment Committee, where he had come to beg once more for work—any kind of work. He was a tall, strong, young German-American in his early thirties. He had three children, he told me, girls of seven and eight and a four-year-old son. The boy had had measles and whooping-cough early in the fall. "He's awful peaked," Otto said, "We can't give him the food he ought to have. Where we live now there ain't much light, either, and the floors are always cold. We used to have a nice place. . . ."

It was the old story: long months of broken work, no steady job at all since June, deflated real estate values, mortgage foreclosed, a self-respecting householder forced to move his family into two or three rented rooms, undernourished children, gnawing anxiety. "If things would just pick up," Otto said, his fear for his son in his eyes, "If they would just take us back to work!"

But ten days after the heartening press reports of jobs and wages for automobile workers, one of the leading social workers in Detroit wrote The Survey:

> Newspaper accounts of Ford plants taking on 107,000 workers last week have been indeed impressive, especially to people who are not very close to the situation. It appears that this number includes assembly plants all over the United States and possibly in other parts of the world. It further appears that most of the men taken on locally were those laid off just before Christmas for the inventory; that this alleged wave of prosperity and re-employment has not affected the relief job in any significant way is plain from the intake of the Department of Public Welfare. . . . No private agency reports any lightening of its burden, hence I feel safe in saying that the newspapers' jubilation over returning prosperity is premature, to say the least.

A member of the Mayor's Unemployment Committee wrote:

> The situation as far as I have been able to discover is that very few more men were employed in Detroit on January 15 than on December 15. The abundant publicity which has been given to rehiring in Detroit has been almost entirely based upon the rehiring of men who were laid off in the middle of December for the conventional so-called inventory period.

Clearly the rosy reports of "the new year" in Detroit were only another expression of that abracadabra school of propaganda that would create prosperity by proclaiming it, and what I saw in Detroit in December is closer to the current situation than these enthusiastic pictures of smoking chimneys and busy men.

Like most every industrial community, Detroit has been nearly swamped this winter with the task of unemployment relief. A year ago other communities were impressed by reports that Detroit was spending $200,000 a month for the relief of the unemployed (see The Survey, April 1, 1930, page 9). By September, the relief budget (exclusive of county and administrative charges) had leaped to $800,000; in October it was $1,000,060; in November, $1,250,000; in December, $1,650,000, and the Department of Public Welfare carried 39,000 families. In the week of January 10-16, the Department had 2158 new appplications and 1153 recurrent cases, making a total intake for the week of 3311 (over 500 cases a day). Very few cases were being closed. The bureau dealing with homeless men was lodging 5000 each night and feeding over 12,000 daily. At the headquarters of the Mayor's Unemployment Committee, registration of the unemployed was continuing at the rate of about two hundred new names a day.

With the load it has carried for more than a year, the Department of Public Welfare made no adequate division of emergency relief cases and cases calling for family adjustment. Case work standards have accordingly suffered, as overburdened workers tried first to "do a good job" on every case, and finally became so swamped with the sheer numbers of the cold, the hungry, the sick, the evicted, that almost no thorough-going case work was possible. Each experienced case worker, with several semi-trained assistants under her, is responsible for five hundred to one thousand families.

LAST fall Frank Murphy rode into office as mayor of Detroit after a feverish recall campaign, on pledges to "do something for the unemployed." Into an already complex relief situation, the young mayor threw an Emergency Committee, with loud beating of drums and fanfare of trumpets, almost as soon as he had taken office. When I was in the city, the organization had been functioning only about three months. There was still a good deal of confusion over its lines of work and opinion was divided as to the plus and minus values of large-scale volunteer effort on so complicated a relief job.

The Committee began its work with a census of the unemployed, using a fairly detailed schedule and inexperienced registrars. More than 98,000 jobless were enroled by January 1, with only one member of a family listed. Whatever its inaccuracies in detail, due largely to hasty organization and insufficiently instructed workers, the census accomplished what nothing else had been able to do: it brought home the fact of unemployment to the city of Detroit.

The Mayor's Committee opened headquarters in an old newspaper building. The former city room became a research department, where the registration cards are filed, by occupation and by number of dependents. Employers report openings to this department, and city jobs and "made work" are cleared through it. In sending men out, precedence is given to those with large families.

"Laws, you ain't got a chance lessen yo' got five kids," a Negro told me as he waited to register his change of address. "Ah is only got four now but mah wife's expectin', praise be."

The Mayor's Committee was not set up as a relief organization. Its aim is to coordinate the work of the city's



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relief agencies, to do a large-scale placement job, to carry on a campaign in favor of staggered work and a program of "made work" and to make more adequate provision for the homeless. It has enlisted an army of volunteers, few of them with any knowledge of modern social work techniques and theories, many of them finding satisfaction in a big, dramatic mass effort, all of them working with the sort of eager enthusiasm that characterized community undertakings during the War. Up to January 3, it had received appropriations amounting to a little over $41,300 and voluntary contributions (without a campaign) of $73,500. The Committee has taken over certain specific relief jobs not being handled by other agencies. For instance, through the school attendance department it has each month spent about $2000 for shoes for needy school children whose parents are not under the care of the Department of Public Welfare.

W. J. Enright in The New York Evening World

*The Specter*

The Committee organized a drive for used clothing to be distributed on requisition from school attendance officers through a central depot, and has purchased clothing, particularly woolen underwear and overshoes, needed to supplement supplies obtained through the drive. A recent summary of the Committee's work shows that up to January 3 it had clothed more than 92,000 individuals.

In its first three months, the Emergency Committee found work for 14,112 men, including about 2000 on permanent jobs, 8000 on temporary city jobs, 665 in holiday post office positions and 700 as apple vendors. Work was secured for 1544 women.

The automobile plants bring to Detroit hundreds of homeless workers, single men and men who have temporarily left their families in search of a job. This group increases in every industrial center in time of depression. The Mayor's Committee has provided one emergency lodging which houses 1100 men and a second is soon to be opened. In addition, the Committee has a list of thirty-one houses to which it refers homeless men. On January 21 the Committee was providing 5876 men with both meals and lodging and giving meals to 6336 more. Both figures represented an increase over the previous week—318 in the first group and 419 in the second.

What will come out of the Mayor's Committee it is impossible to foresee at this time. Detroit, with its wild ups and downs of prosperity and hard times, the old-fashioned personnel policies of its dominating industry, its boom background and huge transient population, needs more than most communities, some sort of machinery to work continuously toward more regular production and employment (see The Survey, February 1, page 473). The chairman of the Emergency Committee is G. Hall Roosevelt, a young banker who belongs unmistakably to the strenuous clan this country has learned to know and, particularly in emergencies, to trust. When the mayor called him from his desk as executive vice-president of the American State Bank to head up the Emergency Committee, Mr. Roosevelt had behind him useful experience in performing a similar task in Schenectady in 1923. He claims only a layman's knowledge of the theories of economics and sociology. But he faces the immediate problem with a hardy realism and he has given to the Committee unspairing hours of intelligent hard work. He said to me:

> We can't stop when this emergency is over. I don't know what form the organization will take. I don't know what its program or its methods will be. But I feel sure there will be a continuing organization. Something has to be done about unemployment in Detroit. And it can't be done in a few weeks or a few months. Keeping people from starving and freezing doesn't solve anything. I don't believe any of us are kidding ourselves that it does. It has to be done. It's the job that must come before everything else. But once we are out of this mess, I think we are going to keep at it till we find some way of avoiding these crises, or at least of cutting them down a lot.

The Mayor's office is on the first floor of the City Hall. The two anterooms are crowded at all hours with all sorts of people—city officials, delegations, cranks, boyhood friends, applicants for relief. There are signs bidding the unemployed register at the Committee headquarters, but a good many of the jobless come to tell their story to the Mayor himself. The Mayor's "private" office is a huge, massively furnished room, with chairs all around the wall and two big conference tables. The Mayor's desk is off in a corner and by common consent, a little cleared place is left around it. The rest of the room is always crowded, with a dozen conversations going on and two or three confidential huddles. One can think only of a baronial hall of the Middle Ages with the serfs and freedmen coming to lay their troubles and air their disputes before someone with power to "do something about it." The Mayor himself is a blond young Irishman with boyish blue eyes, a tired smile and a quick, friendly voice. With a large delegation, a group of news photographers, a score of individuals waiting in the private office and a secretary in the offing, I took time only for one brief and direct question:

"Will the Unemployment Committee continue beyond the present emergency?"

"By all means," he replied decisively. "Unemployment in

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many ways is the most important thing the country faces today. It cannot be solved by relief measures, though they must come first until this crisis is over. Then I feel that we must settle ourselves to a study of the whole question and to working out a program for preventing this sort of thing. At the same time we must be better prepared for the next depression. Let us hope nothing so bad as this will occur again. But business is bound to swing up and down and every city should be ready to provide for those who lose their jobs at such a time."

The hovering secretary buzzed closer.

"I'd like to get your ideas on what other cities are doing," the Mayor said, "There might be some ideas for us. But this morning—"

He rose. The secretary's hand was at my elbow. The Mayor smiled ruefully. "No time to talk—no time for anything else," he said. The delegation clattered into chairs around the conference table. A bent old Negro woman in a mourning veil crept slowly toward the seat I had left.

The Mayor and the chairman of his Emergency Committee both see unemployment not as a current emergency, but as a continuing problem. If they and those associated with them can swing emergency effort into constuctive long-range endeavor when the present drama has played itself out, the community can count great gain along with the appalling waste and suffering of the winter's hard times. For it is only through steady, persistent effort, well organized and adequately equipped, that "something will be done about unemployment" leading toward final solution of the problem of Otto Meyer and his family and the millions like him in Detroit and the other industrial communities of this country.

# The President's Committee for Employment

By E. E. H.

COLONEL ARTHUR WOODS, who was called to Washington on October 22 as chairman of the President's Emergency Committee on Unemployment, is acting in the same capacity as in 1921 and under the same chief, but with a much larger program. During the depression ten years ago he set up a clearing house as part of the President's Conference on Unemployment to assist the states and municipalities in taking such measures as would reduce suffering and hardship among those who were then unemployed.

What follows is merely a rough memorandum on the scheme of work and activities in process. No attempt is made at serious interpretation of the scope and significance of the work under way. The President designated a committee of cabinet members under the chairmanship of Secretary Robert P. Lamont to act in an advisory capacity. Colonel Woods called to his staff men and women who were experienced in the field confronting the committee.

The work of the Committee was conceived first to stimulate employment, second to stimulate the provision of relief for those who wanted work and could not get it. The Committee had to make sure that communities were adequately organized to deal with the problems of finding work where that was possible, and of providing relief where work could not be found. This called for contact with communities, states, the branches of the federal government, national relief organizations, women's organizations, and trade and commercial associations. The United States was divided into seven regions and a regional adviser was named for each.

The first step was to encourage, chiefly through the regional advisers, the organization of state and municipal committees. These are the only new units for dealing with the situation which have been set up at the inspiration of the Emergency Committee. Organization of state committees has been effected wherever the need for such central coordinating bodies was apparent. There are now state-wide committees in thirty-four states. In developing this program Colonel Woods telephoned in a single day to forty-four governors and to four persons appointed to represent the remaining four governors. Several of the state committees were organized before the creation of the President's Committee. One at least was formed more than a year ago.

As a rule the state committees represent employers, labor, organized social-service agencies, and the divisions of state governments responsible for planning and carrying on public works. They serve as centers for information, as coordinating agencies and as action groups for programs involving more than one locality of the use of state funds.

The normal areas for ad-

## The Committee's Marching Orders

There are three directions of organization in which the federal government activities can cooperate. First, cooperation with the governors and employment organizations of the states and local communities; second, development of methods with the national industries; and third, in direct federal employment in public works, etc.

It will be remembered that ten months ago we set up such arrangements which have continued since that time, and which have contributed greatly to reduce unemployment. At that time the governors of many of the states established strong committees for action in relief and most of these organizations have shown a high record of real accomplishment.

The present conditions of organization vary greatly in different states. In the great majority of industrial states the governors have on their own initiative taken steps to reorganize or develop or further strengthen their organizations for the forthcoming winter. During the past few weeks I have been in communication with some of the governors in development of methods by which the federal government can further supplement assistance to their organizations. . . .

We will again seek the cooperation of our business leaders and our national industries which we have had on so generous a scale during the past year. We shall also review the federal situation of public works and the situation in construction among the national industries together with other methods by which we can continue to be of assistance. There are no two states or municipalities where the problem is the same or where the methods of assistance are identical.

—From President Hoover's announcement in October.

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ministration in dealing with problems of unemployment, other than farm distress, are municipalities. The Emergency Committee has been in contact with the mayors of 189 cities with populations over 25,000 each and 139 cities with populations under 25,000. The mayors have outlined their local problems of unemployment and have reported on the steps which have been taken to cope with them. Many of the mayors have gone farther and have placed central municipal coordinating groups in direct and continuing contact with the President's Committee.

The municipal committees are doing jobs of uneven excellence. It is evident, however, that these local groups representing employers, employes, and public servants are better qualified to deal with the present and future aspects of this problem than any temporary agencies which might be created to work with the problem at long range.

The Committee has published several bulletins and has supplemented these with publications of social-service organizations. These may be had on request. Among them are descriptions of community plans in operation in Harrisburg, Pa.; Rochester, N. Y.; Cincinnati, O.; Petersburg, Va., and Pittsburg, Pa. Two additional publications available without charge from the Russell Sage Foundation, 130 East 22 Street, New York City, are Emergency Relief in Times of Unemployment, and Community Planning in Unemployment Emergencies.

## Coordination of Efforts

THE President's Committee has brought to a growing list of private employers the outstanding plans adopted by other employers to regularize employment and ameliorate the effects of unemployment. Industrial leaders, serving as members of the Committee, have brought together the details of programs followed by various employers and groups of employers to deal with the present situation. These summarized statements of specific plans are being widely distributed by the President's Committee, through trade associations, to the various industries. They are now incorporated in two pamphlets: An Outline of Industrial Policies and Practices in Time of Reduced Operation and Employment, and A Survey of Unemployment Relief in Industry. These pamphlets have already been distributed to 70,000 persons and firms and they are available, without charge, on request to the Committee in the Department of Commerce Building, Washington, D. C. They cover methods of spreading employment, methods of increasing work available, analysis of payroll and survey of personnel as basis for lay-off procedure, methods of assistance to persons laid off and permanent policies for stabilization of earnings and employment.

In addition to the above the Committee called on ten leaders of industry and of labor to make radio addresses telling of the results obtained by the application of employment stabilization and employment maintenance in their plants and in the labor unions. The addresses were nationally broadcast through the volunteered services of the National Broadcasting Company.

## Individual Understanding

CONTACT has been established with national social and professional agencies, churches and service clubs, trade associations, women's clubs, and radio talks have been made trying to make clear individual responsibility for the stimulation of employment.

A campaign has been undertaken to have individual householders respond to an appeal to clean up and to fix up their homes now in order to provide employment. Two national organizations are active in promoting house modernization campaigns, to increase employment.

## Public Works

IN normal times the construction program of the country totals about $10,000,000,000. Of this amount $3,500,000,000 represents public and semi-public construction, by the federal government, the states, counties and townships. Federal construction work awards in 1928 was $253,000,000. For the fiscal year 1930 the construction awards total $520,000,000. This is the largest program of waterway, flood control, harbor, public building, highway and airway improvement in our history. To this sum there must be added $116,000,000 for emergency construction provided in the bill signed by President Hoover on December 20.

Figures for state construction are less complete than those on the federal program. However, acceleration of work has been encouraged. Some of this acceleration took place before the formation of the President's Committee, particularly from the state highway departments. These departments responded to the President's appeal of a year ago and for the year 1930 have far exceeded their normal rate of expenditures for construction. Municipal committees in general are stimulating public works to be financed through municipal funds.

But when all of the possible public work which can be got under way at once is made available to provide employment for men now out of work, the total of work thus made available will be far from equalling the shrinkage in the activity of private employers which has thrown men out of work. One of the great fields of usefulness of federal, state, local and industrial committees at the present time, therefore, seems to be that of stimulating in every possible way a resumption of active private construction in those regions where private construction at existing cost levels with existing demands for privately owned buildings appears to be an enterprise economically sound.

## A Census of Unemployed

AT the request of the Committee, the Metropolitan Life Insurance made a sample survey of unemployment among its industrial policyholders in forty-six of the larger cities. It indicates that between 4,500,000 and 5,000,000 persons in the United States were unemployed in the first week of December 1930. The count was restricted to industrial policyholders of the insurance company, representing the group which is believed to be most seriously affected by unemployment.

Within a month the President's Committee should have the results of a special federal census of unemployment in twenty large cities taken in January. This enumeration covers the entire population of these cities and the results, which will be comparable to those obtained last April, should furnish an indication of changes in the employment situation since the survey by the Metropolitan Life Insurance Company.

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# Congress and the Children's Bureau

By FLORENCE KELLEY

SINCE the January Midmonthly Survey appeared, there have been two highly significant shifts in the kaleidoscope of Congressional action upon the Children's Bureau. On January 10 the Senate passed by 56 to 10 the Jones bill (S. 255) which had slumbered in Committee since the early spring of 1929 almost two years. This is the measure intended to restore to the Bureau the appropriation for the work formerly done under the Sheppard-Towner Act for Maternity and Infancy. For the future of the Bureau, the manner of this voting is enlightening. The Senate voted down by 74 to 6, two proposals to kill the bill by delay, and shouted down without a roll call, an amendment to limit the authorization for the appropriation of a million dollars annually to five years.

Now the Jones bill is before the House Committee on Interstate and Foreign Commerce, which lost no time before granting hearings on January 20-22, and promised its report promptly, of which the statements of the twelve national organizations backing the Children's Bureau will form a part.

It is two full years since the last hearing on this important subject in the House in January 1929. Then it was known as the Newton bill, and its friends frankly lamented the departure of its introducer from the House to become one of President Hoover's personal secretaries, well knowing that no one else really replaces the zeal of the introducer.

The present obstacle to immediate passage is the proposal at this late day, to append as a rider to bill S. 255 a complicated measure, H. R. 12,995, to extend the powers of the United States Public Health Service, and appropriate to it $780,000 in 1931, rising by annual increases to $3,000,000 a year, to enable it to organize county health units, of which there are at present about five hundred in the 2000 counties of the continental United States. This rider seems to supplant the proposal of the Medical Committee of the White House Conference to transfer the health activities of the Children's Bureau outright to the United States Public Health Service.

It contains one fatal provision to which none of the twelve national organizations that back the Jones bill has ever agreed. It would end *in five years* the authorization for a million dollars annually for the health and welfare of mothers and babies. Never included in the Jones bill, and actively rejected by the Senate when proposed as an amendment to the Jones bill, this fatal provision was, when the hearing closed on January 22, still an object of protest.

The membership of the House Committee is unchanged except by the addition of Mr. Wolverton, who attended none of the three sessions. The avowed opponents, Mr. Merritt and Mr. Reyburn, have not changed their attitude since 1922.

The only active medical man to appear against the Senate bill was Dr. Allen Freeman of Johns Hopkins, who introduced himself with the statement that, as a member of the Committee of the White House Child Welfare Conference who had upheld the proposal to transfer the Children's Bureau medical work to the U. S. Public Health Service, he recognized that the proposal to transfer was now a closed chapter and had no desire to reopen it. This statement was received by the Committee with amused approval.

Especially searching questions were addressed to the proposal included in H. R. 12,995 to substitute Dr. Hugh S. Cumming for Grace Abbott as chairman of the Administrative Board for the Bureau's maternity and infancy work, of which hitherto he and the chief of the Bureau of Education have been members. It was pointed out that, if H. R. 12,995 should pass conferring upon Dr. Cumming a multitude of new duties, powers, functions and activities, while the attributes of chairman of the board were removed from Miss Abbott, the whole tempo and character of the work for maternity and infancy would almost inevitably be relaxed and its character changed, not for the benefit of mothers and children. This expression of apprehension came with emphasis from a member of the Committee on Interstate and Foreign Commerce.

THE comparison of the two bills made clearer at each session the vital contrast. Throughout its seven years, the characteristic feature of the Sheppard-Towner act was concentration upon the life, health, and wellbeing of mothers and babies. For them the appropriations and the cooperation between the federal Children's Bureau and the state health authorities existed solely to save and to serve these most fragile and perishable elements of the community.

The characteristic of H. R. 12,995, the rider, is on the contrary decentralization, avowedly the organization of county health units for men, women, and children and, in rural and agricultural counties, for cows. More than one witness when asked by the committee to describe for it the set-up in the witness' mind for such a unit, included among the personnel, besides a full time county health officer, a nurse, a social worker and a veterinarian as well.

Nineteen states, chiefly rich industrial states, have appropriated money equal to the previous joint total sum to carry on the maternity and infancy work. But twenty-six states cannot do this. As to this Dr. McCarthy, state health officer of Kentucky, pleading for all these states said, "I cite my own state as an example. Our people historically have been self-dependent, independent, hard-working people. But now their farms are ruined by the drought in two successive summers. Their crops are nothing. They are starving. They need food, and clothes, and shoes. Our banks are closed. It is idle to ask them to pay for increased taxes for any new purpose."

The Senate has passed the million dollar appropriation for maternity and infancy work in the Bureau as part of the second deficiency bill, for the year beginning July 1, 1931. Representative Cooper, of Ohio, proponent of the rider (H.R. 12,995) agrees to the Bureau remaining among its friends in the Department of Labor.

Will the Hoover machine in the House kill the effort to restore the maternity funds?



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# Well Advertised Breadlines

By GERTRUDE SPRINGER

CAUGHT in the coils of its own big-handed impulses, New York is finding its sidewalks the happy hunting ground of the casual transient and professional wanderer, sometimes described as the Bowery bum and more euphemistically as the chronic homeless man. New York has eighty-two going breadlines serving more than 82,000 meals a day to any and all comers. If he is smart enough to time himself properly and spry enough to cover the ground, a homeless man may, without doubling on his tracks, get a good hot handout at any hour of the day or night—and no questions asked. Missions and speakeasies offer a friendly flop. An occasional hour's panhandling yields neccessary cigarette money. Altogether its a big wide-open winter!

New York failed, early in the fall, to set up any centralized system for dealing with homeless men. Paper plans went down before the influx with the first cold snap. Other cities, with effective control of the transient destitute homeless, rid themselves of the burden. New York, left with the bag, rushed into bread lines like a fire engine running on high. It ran past the red traffic signals—disregarding the steadying advice of the Welfare Council and ignoring the assurance of the commissioner of public welfare that he had the situation in hand. Anyone could start a breadline and anyone did. They bloomed on the Bowery, flourished on the highways and byways, flowered even under the midnight glare of Times Square. No one could stop them.

The Welfare Council has struggled manfully with the hydra-headed situation which is absorbing public attention and public funds that might better, says the Council, be directed to relieving the growing distress among families, women and girls. By judicious publicity and by such pressure as it is able to exert the Council in trying to get children out of the lines, to get the lines under cover, to bring some rhyme and reason into their location and hours of service, to secure cooperation for a plan to register the destitute homeless and to awaken the public to a realization that breadlines are not the ultimate expression of the charitable impulse.

The New York situation does not, happily, appear to be typical. Chicago, promptly after the organization of the Governor's Commission on Unemployment and Relief, took hold of the homeless problems with a strong hand. The facilities of existing organizations were expanded and new ones were created only when they were required. Clearing houses, both for men's and for women's organizations, were set up and adequately staffed to maintain central registration of applicants, to coordinate all activities and to supervise standards of health, sanitation, and general cleanliness and decency. Tickets directing the homeless to the clearing centers were distributed throughout the city. The newspapers gave a wide and favorable publicity to the entire project. Chicago has had a few casual breadlines off and on during the winter, but they have not appealed to the public imagination and have not figured to any extent in the whole relief picture.

Boston, thanks it is said to the foresight of Mayor Curley, will go through the winter without a breadline. The Overseers of Public Welfare have stood up to their job of unemployment relief, and under the leadership of the mayor have headed off many ill-considered and hasty schemes, including the raising of a large general fund. Only two emergency mechanisms have been started, one a clothing bureau, the other a free lunch and rest room designed to aid the white-collar folk. Both of these efforts are small and adequately controlled. Boston attributes its lack of transients to the fact that it did not have to turn on the white light of publicity to raise a general relief fund. "It is true," says Elizabeth Holbrook of the Family Welfare Society, "that at times the Overseers have been almost submerged. But their visitors have made an honest attempt at investigating the applicants and on the whole they are handling the big crowd very well with relief generally adequate."

Baltimore, Milwaukee, Washington, Los Angeles and Pittsburgh are other large cities that report no breadlines.

Philadelphia started the winter with an eruption of breadlines and soup kitchens, but since the Committee of Unemployment Relief got on the job and opened its shelter for two thousand men the sporadic efforts have lost impetus. A good many of them have faded out and others are turning to the Committee for funds to continue. The Committee however maintains its policy of only backing city-wide organizations.

THE Family Welfare Association of America, after a quick interrogation of its member societies in 149 cities, large and small all over the country, reports that seventy-five of these cities have had neither breadlines nor soup kitchens this winter, and that forty-five more which started with breadlines, have abandoned them.

Through the Governor's Commission on Unemployment Problems a comprehensive picture of relief conditions in up-state New York is now available. The Commission reports that in practically all of the fifty-nine cities studied the administration of relief constitutes a more serious problem than its financing. Public relief is generally inadequate to the needs of the recipient and is usually limited to small food orders averaging about four dollars a week regardless of the size of the family. The effort to develop odd jobs by the citizens and householders has not been particularly successful except in Rochester and Buffalo where, through systematic organization, methods have been worked out which might profitably be followed elsewhere.

While there is an exceptional number of transients throughout the state the method of handling them is pronounced generally unsatisfactory. The Salvation Army and the Y.M.C.A. offer some assistance but in the main, with the exception of Rochester which has established a special bureau for homeless men, "the usual practice is to give the type of care—such as lodgings in jails and police stations—that will encourage the transient to move on." Which would seem to answer the question of where the men come from who fill New York's eighty-two breadlines—and no questions asked.



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# Seven Governors and Unemployment

WITH national leadership in the present emergency confined pretty narrowly to relief, seven governors gathered recently around a conference table in Albany at the call of Governor Roosevelt of New York, to consider what can be done to forestall the next depression and to deal constructively with unemployment in this country. The conference represented seven leading industrial states: New York, New Jersey, Pennsylvania, Ohio, Rhode Island, Connecticut, and Massachusetts. Although, as Governor Roosevelt pointed out, these states make up only about 5 per cent of the area of the country, they support 32 per cent of the population, including 49 per cent of the wage earners; their people pay 46 per cent of the federal income tax, and earn 52 per cent of the nation's wages.

After a three-day conference, during which they discussed the lines along which the study and handling of unemployment can profitably be coordinated, the governors decided on a three-fold program:

A series of conferences on unemployment insurance by committees of experts and representatives of the seven states. The first will be held in New York City.

Studies designed to lead to greater uniformity in state labor and corporation tax laws, beginning with a conference of the labor and tax departments of the participating states, probably in Pennsylvania.

A central clearing house of information on employment and unemployment.

According to a statement given out by Governor Roosevelt, the unemployment insurance conference which he is authorized to call will consider and report on three topics: the experience of European nations with compulsory and voluntary unemployment insurance; American experience with voluntary unemployment reserves or insurance; possible or proposed American variations, corrections, and improvements, if a general system by states should be adopted. This would cover safeguards against the dole, coverage by private insurance companies, group insurance, private industrial-company insurance, and governmental supervision. It would cover also both voluntary and compulsory forms of unemployment insurance.

"The report," Governor Roosevelt stated, "will be in the nature of fact-finding, with a listing of proposed methods. The committee will not make its recommendations as a committee. Recommendations can, of course, be made by any individual of the committee to the governor of his own state if he so desires." Governor Roosevelt underscored the fact that, beyond plans for full and impartial study, the conference had taken no action "committing either the governors or their respective states to any program of unemployment insurance."

In their discussion, the governors felt constantly the need for complete, correlated data on employment and unemployment. No one state, it was clear, could collect such information for the other six, nor did it seem feasible to set up a joint official bureau. Governor Cross of Connecticut, formerly dean of the Graduate School of Yale University, agreed to ask the Yale Institute of Human Relations to act as a clearing house for the seven states. If the Institute undertakes the task and it proves successful over an experimental period, some way will be found for making the service continuous. "In this way," Governor Roosevelt stated, "It is hoped that unnecessary migration of labor can be checked and concentration of unemployment in any locality greatly lessened in future years. Furthermore, this clearing house will give to each state constant information in regard to the success and the needs of public and private employment bureau development." In reply to a reporter's inquiry, Governor Roosevelt said that nothing had been discovered in federal law to prevent cooperative action of this sort by the seven states.

The provision for study of tax and labor laws by the officials directly concerned with their administration in each state grew out of the belief that if such laws were more nearly uniform, it would help toward stabilization by diminishing special inducements for industries to move from state to state.

AT the first conference session, the governors heard the case for and against unemployment insurance argued by experts and business men. Professor William Leiserson of Antioch College, a member of the Ohio State Unemployment Commission, held that unemployment insurance means nothing more or less than an extension of the workmen's compensation which is in effect in most states. "Workmen's compensation is not paid out as damages for injuries in industrial employment," he said. "It is in payment for lost time. Unemployment and the consequent loss of wages cannot be eradicated. The risk must be considered."

Professor Paul H. Douglas of the University of Chicago stated his belief that unemployment will be pronounced for ten years or more, with longer periods of depression and shorter stretches of "good times" than we have had in the past. If workers are to be protected by unemployment reserves against these ups and downs, he held, it must be by mandatory legislation. After a decade of experimenting, he pointed out, less than one per cent of the country's workers are protected by voluntary funds (see The Survey, February 1, page 484). "It is a crucial fact that business men in general will not want to assume added costs which will place them at competitive disadvantage with other firms which do not take similar action."

James D. Craig, an actuary of the Metropolitan Life Insurance Company which six months ago undertook a study of unemployment insurance at Governor Roosevelt's request, told the conference that he felt insurance for seasonal unemployment could be placed on an actuarial basis. "For technological unemployment, it is a question. It would be necessary to experiment in the industrial relations field to accumulate the necessary actuarial experience, and we could do that if we were permitted by law to do it."

The use of public works to help cut down the severity of depressions in private industry was also considered by the conference.

Aside from its political significance, widespread editorial comment on the gathering has stressed the need for active leadership in dealing with unemployment and the importance to the whole country of this concerted action by the leading industrial states looking to the stabilization of industry and to protection for workers and their families and for American communities against the ups and downs of business activity and of wage-earners' incomes.



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# A Small Plant Tries It Out

FROM Philadelphia comes the story of a factory with only 135 employes which, under a simple unemployment insurance scheme, is carrying its workers through the depression with 80 per cent of their normal earnings. Its experience answers the familiar argument, "A big firm that can afford to hire experts and tie up capital may be able to establish an unemployment insurance scheme that works. But the small factory can't afford these frills." In view of the large number of small concerns in proportion to great industrial enterprises, the argument, if sound, is of outstanding importance. Frances Perkins, state labor commissioner, reports that in New York State 75 per cent of the 70,000 separate factory establishments employ fewer than fifty persons each.

The Philadelphia firm that has gone even farther than the General Electric in its unemployment insurance scheme is the Brown and Bailey Company, manufacturers of folding paper boxes, of which Henry Tatnall Brown is president. Normally its business is quite seasonal, with considerable activity in the spring, a summer dull spell and a peak of production in late fall before the holiday season. By taking orders well ahead of the time when the goods will be needed, manufacturing them during dull seasons and warehousing them against delivery, the company has reduced the seasonal periods of depression. The labor turnover has averaged only 9½ per cent for the last three years.

The unemployment insurance plan is the latest development in a program for better working conditions that began some years ago, when a number of Quaker employers heading small and medium-sized industries formed the Business Problems Group under the auspices of the Social Order Committee of Philadelphia Yearly Meeting of Friends. The object was to "stimulate in the minds of the members a desire to do their Christian duty toward their employes in every way and to investigate and discuss such practices and plans as may bring a greater degree of justice, health and happiness to the worker in industry." The group asked the Bureau of Industrial Research in New York to make an investigation of seven plants which had volunteered for the experiment. "The idea," as Mr. Brown states it, "was to discover all the un-Christian and un-social things which existed in the factories of those members who agreed to have this investigation made." As a result of this survey, Brown and Bailey Company worked out a system for safeguarding employes against unjust discharge and established group health insurance, "and that brought us up to the point of endeavoring to do something about industrial depressions which occur in our industry every few years."

THE Brown and Bailey plan is based on the scheme of unemployment reserves worked out by B. Seebohm Rowntree of the Rowntree Chocolate Works in England, with an unemployment insurance fund equal to twice the largest weekly payroll in the preceding year. This fund, amounting to $7500, was accumulated during prosperous years and placed in trust for the employes with the Provident Trust Company of Philadelphia, which invested principal and interest in suitable securities that can be sold promptly when necessary. The fund was completed just before the present emergency.

Instead of discharging employes who are not needed because of business depressions, the company now retains its full working force, runs the factory on short time, and supplements reduced wages by payments out of the fund to bring them up to 80 per cent of normal. The normal wage for an employe paid by the hour is the amount which he would receive at his established rate for the full working week; for one on piece work it is his average earnings for a full week during the most recent four-weeks period of continuous full-time employment. All factory workers, whatever their length of service, come under the plan.

As soon as the fund is drawn upon, the company makes further payments into it at the rate of 2 per cent of the weekly payroll, and continues until the capital sum is restored. At any time that it becomes too depleted to meet the demands upon it, all payments cease until it is built up to $2500, when it again becomes operative.

ORIGINALLY the plan did not call for contributions from employes, but Mr. Brown states, in a letter to The Survey:

> They have so deeply appreciated the benefits of the fund and the sense of security that it brings to them, that through their elected representatives on the shop committee they have voluntarily asked that when the fund falls below $5000 they be allowed to contribute an amount equal to one per cent of their weekly remuneration. The foremen also, although being paid salaries they do not benefit under the plan, have held a conference and requested that they each be allowed to make a stipulated monthly contribution.

Administration of the fund is simple and practical. The payroll book is ruled in three columns. Opposite the name of each employe is entered the amount earned at his basic wage, the amount of bonus earned, and the amount paid from the unemployment insurance fund, if any, to bring his basic wage up to 80 per cent of normal. The payments are made in three separate envelopes so that the worker may know what each sum is.

> We do not consider his bonus in computing 80 per cent of his normal pay [Mr. Brown states] and this is a point that we particularly want to emphasize. He has made that bonus by extra skill and effort, and this unemployment insurance is to try to stabilize his basic wage and therefore is computed only on that amount.

At the end of each month, the column of insurance payments is totalled and the company asks the trust company for a check covering the amount the employes have received under the insurance plan that month. At the same time the company mails to the trust company a check covering 2 per cent of the weekly payroll for that month and the contributions of workers and foremen. This makes a maximum of twelve yearly transactions which simplifies the bookkeeping and makes it possible for the trust company to operate the fund on a smaller charge than if weekly demands were made upon it. Between April 2, 1930, and January 1,



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1931, payments totalling $7975.28 were made from the fund to eighty-one employes who were on part time, an average of $98.46 to each.

In addition to this unemployment insurance scheme, but having no connection with it, the company has operated during the last two years what is, in effect, a modified dismissal wage scheme (see The Survey, February 1, 1931, page 477). All employes, with two exceptions for special reasons, permanently laid off because of improved machinery or management, have received 75 per cent of their full-time wage until they found other jobs. They have been required to report at least weekly as to what efforts they were making to secure other work.

In summing up the company's experience with these safeguards against broken time and insecure income for workers, Mr. Brown states:

All our employes have come through this depression so far receiving at least 80 per cent of their normal remuneration, and we greatly hope that the depression may come to an end before the fund runs out. With regard to the future we are still a little undecided. Perhaps with the employes' help we can establish a larger capital amount as the maximum of the fund. So far as we can learn, most of the unemployment insurance plans do not guarantee as high as 80 per cent of normal wages, and it is possible that it may seem wise to reduce this percentage in the future. . . . From management's standpoint, I believe that an adequate unemployment insurance plan is worth all that it costs and more.

# The Pueblo Lands

By JOHN COLLIER

THE dead hand of former Secretary Fall and former Attorney-General Daugherty has suddenly been laid on the Pueblo tribes of New Mexico. Their white neighbors are jeopardized by the same dead hand. A crisis has risen, to be met primarily through action in the courts but secondarily through legislation. This article furnishes the bare bones of the facts and appeals for renewed help to the Indian tribes.

Past events have led to the present truly amazing situation, and they must be recited. The Pueblos hold title to rich bodies of irrigated land. Whites have encroached on these lands, crowding many tribes back to starvation boundaries. The Pueblos are government wards; the guardian tolerated, even facilitated, the encroachments, until the whites often came to believe their physical possession to be nothing less than an ownership. The Indian tribes and their local superintendents protested year by year.

In 1922, Secretary Fall promoted the Bursum bill, long remembered. That bill would have confiscated the Pueblo titles out-of-hand. It was defeated after a bitter contest. Finally in 1924, Congress enacted a law agreed to by white settlers and Indians alike and designed to recover various lands for the tribes, protect the white settlers' moral claims, and compensate both Indians and settlers for their injuries caused by government's acknowledged wrongdoings.

This act in effect stated that with Indian consent, whites could remain on the Indian land and could obtain title, without payment, in those cases where they had adversely and notoriously occupied and used the land for thirty-five years, or for twenty-two years where color of title was asserted by the claimant; this, on condition that, as part of their adverse possession, they had paid the taxes continuously during the stated period of past time. Where the tribes did not recover lands which the government as guardian had lost to them, they were to be compensated. The whites who surrendered their lands were to be compensated for their improvements. The tribes could reject the above settlement; they were expressly authorized to file independent suits, within or outside of the restrictions of the act, and the act declared that no existing Indian right or ownership should be diminished by the act. But if the Indians, content with the settlement, should abstain from bringing independent suits until certain processes directed by the act had been completed, that abstention would be acceptance of the settlements and suits thereafter would be debarred for all time.

The Pueblo Lands Board, working since 1924, has completed its findings and decrees. The compensation awards to the tribes have been woefully inadequate, but the findings on title and possession have conformed to the Act of 1924. The Indians provisionally sacrificed five irrigated acres for every one acre which they provisionally recovered, and they lamented the niggardly compensation awards, but they acquiesced. They did not have to acquiesce, but they acquiesced. How grievous were, and are, their needs, is stated by the Pueblo Lands Board:

"The [Picuris Pueblo] Indians have been crowded out by the settlers until there are only about 116 Indians left." (They formerly numbered probably 2000.) "The Pueblo village is a mere remnant of what it once was .... There is little or no sympathy for the Indians among the non-Indians of the district .... Many of the Indians are also ill and in actual need of food." (Picuris typifies many of the Pueblos in the present, and most of them in the early future unless the present crisis be successfully met.)

Against the background here sketched, behold the present catastrophe. The attorney-general, directed by the Pueblo Lands Act, went into court to recapture for the tribes those lands decreed to them by the Lands Board. The trial court sweepingly reversed the Lands Board, exclusively in the direction of vesting in whites those acres decreed by the Lands Board to the Indians.

The attorney-general appealed one case (the Taos case) and lost it in the Circuit Court of Appeals. The Indians and the Lands Board members were not dismayed; it is usual for Indian cases to be lost in the lower courts and won through reversal in the Supreme Court.

Then, to universal amazement, the attorney-general ordered that no appeal to the Supreme Court should be taken. Taos Pueblo at once hurried toward the Supreme Court a stipulated independent suit designed solely to obtain a construction of the pivotal issue of the law. The Supreme Court will decide the case and thus, by implication, all the cases of all the Pueblos, but the court cannot act until next fall.

Meantime the attorney-general is rapidly bringing to trial

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all the Pueblo cases in the lower court, where by that court's construction they will be lost wholesale; and the lower court knows that the government will not appeal. Through non-appeal, the cases pass to final judgment—are made *res adjudicata* and closed forever—are closed against Supreme Court review. The Indians' petition that the attorney-general shall at least delay the trials pending the action by the Supreme court on the law, has been denied. One by one, swiftly the Pueblos are being dragged to execution.

There is a mystery concerning which this article does not speculate. The facts suffice. Secretary Wilbur and Commissioner Rhoads, in personal conference with Attorney-General Mitchell, have added their petition to that of the Indians, but in vain.

Now, in fewest words, the Indians' last and assured defense is stated. They can reject the settlement provided by the act. They can sue in their own name for every acre owned by them but held by whites. Winning, they can dictate their own settlement; it can be the identical settlement proposed by the Lands Board, which the trial court and the attorney-general have destroyed. Or it can be a broader settlement, more advantageous to the tribes. They have acted; Taos Pueblo has filed, against all the whites settled on its land, an omnibus ejectment suit. Action must be swift, because the period of option created by the act has nearly expired. Lawyers are giving their services for nominal payment or no payment at all. Nathan R. Margold of New York has volunteered all services in the higher courts as a gift to the Indian cause. The court costs and expenses other than retainers exceed $10,000, the Indians have no money at all and the American Indian Defense Association is appealing for help in their behalf. They are practically, if not absolutely, assured of victory if these small costs can be met.

The white settlers are dismayed. They are, or will be, defendants in ejectment suits wherein no defense of fact will avail and the question of law has already by resistless implication been answered by the Supreme Court. Vastly and quixotically charitable the Pueblos have always been; but the whites confront the situation with dismay.

# Housing Forward or Backward?

By BLEECKER MARQUETTE

NOW is the time for action by those who believe in the importance of good housing standards. There is great danger that unless the forces for housing betterment stay everlastingly on the job much of the advance that has been made in housing will be wiped out during this period of depression. Unemployed people find their resources, if any, quickly used up and a substantial number are unable to pay their rent. As shown by a recent study made by the Philadelphia Housing Association, the number of small owners with small equity in their homes whose mortgages have been foreclosed, has increased enormously. In 1920 the number of sheriff's writs totaled 737 in that city while in 1929 it had reached the staggering total of 11,918.

Before the disastrous business slump, cities that were active in housing work were gradually eliminating room overcrowding, dangerous not only to health but to morals, self-respect, and child life. Now poorer families are being forced through poverty to double-up, family with family in the same flat, often too small for one. Owners who formerly without pressure of the law maintained their buildings in satisfactory condition, now plead the impossibility of collecting rent and in many instances decline to make any improvements whatsoever. There is great pressure on enforcement authorities not to insist upon the making of needed repairs or renovations in tenement property, upon social agencies to condone overcrowding, upon municipal authorities to let down the requirements of zoning laws and building codes on the basis of the argument that people cannot afford to pay present prices and that therefore standards must be modified downward.

This then is the time for housing forces to stand firm. They should bend every effort to develop a public opinion that will support the administrators of the law in upholding satisfactory standards of maintenance. They should fight against any lowering of requirements of building or zoning laws in order that what has been won only after a hard struggle may not be lost. Every effort should be made to prevail upon property owners to make repairs inasmuch as there has not been a period in years when labor was so plentiful and so cheap. In the case of tenants who cannot afford to pay their rents, the example of those communities which are urging owners to have tenants make needed repairs and thus work out their rent, should be emulated. Social agencies should use all their influence to hold evictions at the minimum. They will find it sounder policy to pay rents when necessary than let families be evicted and then later pay moving expenses plus rent in another flat. One bit of brightness in the situation is the fact that rents are decreasing and no doubt will continue to decrease.

The building industry, likewise, needs to take stock of the facts and needs for homebuilding. The sharp drop in home construction in 1929 before the market crash came is evidence that we have overbuilt and yet builders have continued building for the $2000-income group a year or more until their need has been more than filled. Comparatively little has been done, on the other hand, to meet the great demand for houses that lower paid folks can afford. High building costs have been the main obstacle. Now however, with construction costs declining and labor plentiful, never was there a more opportune time to push for the building of low-cost houses. And never was there a time when home building projects would be so desirable and important an aid to business in general. This then is the time to interest people of wealth to put up the capital for limited dividend housing companies. Not only would such schemes provide employment and stimulate business but they would also produce new homes for families heretofore unable to afford a high grade house. And it is not unlikely that building labor would, under existing conditions, be willing to contribute an hour of work a day; that contractors would accept contracts at lower fees; that architects would offer their services at less than their usual charges. Such a program is never easy, but the stage is more favorably set now than it has been for years.

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# Meet Mr. Scoutmaster

By REMO MARION LOMBARDI

RAY BARNEY looked up from his desk and peered thoughtfully out of the window of the tall office building. His job with a great engineering firm was certainly interesting, but he wasn't thinking of that at the moment. His mind was on other things. Turning from the window, he called to another young chap who was bending over a desk in a different part of the room. "Say, Bob," he said, "If a kid from a poor family, really poor, asked you whether he should go to work or to college now that he has finished highschool, what would you say? His parents want him to go to college but they're awfully poor and can't afford to send him, though they're anxious to try. He doesn't think he ought to go, but he's a bright kid and a college education would be of real help to him."

The other young man stopped work and pondered for a moment.

"He's one of the kids in that Scout Troop of yours, isn't he?"

"Yes, my senior patrol leader."

"Yeh! You Scoutmasters seem to worry about those Scouts of yours and their welfare more than you do about your own. But seriously, it's a tough problem. What's your answer?"

"Um-m, he's a bright kid and ought to have an education, but he owes a lot to his parents too. I guess he'll have to go to work and go to school evenings. It'll be hard. You and I know, because we've tried it, but he'll make it all right. I've never seen a better worker. He's the best senior patrol leader we have ever had in our troop."

"Well, I don't know why you asked me about it. You had the answer all worked out anyway. But that's the way with Scoutmasters, all they do is talk and sleep Scouting. How you find time to be a good engineer besides is more than I can see. You don't get paid for that Scouting business but you work harder at it and get a bigger kick out of it than you do out of your work and I've never known anyone before who could make engineering look like the best profession in the world. Any moment now you'll be asking me to go on a hike with that gang of yours or else to come to a Scout meeting and tell those wild Indians how to make knots or boomerangs. And the funny part of it is I'd come and like it too. Scouting's like vaccination. When it takes, it takes right."

The Scoutmaster laughed and started work again.

Automatically the figures before him took form, added together or multiplied. He was thinking of what he was doing, but in the background of his mind he recalled an incident that had happened years before.

He was a new Scoutmaster then and didn't know much about the work. But his assistant, an Eagle Scout who had grown up in the ranks of the troop he was leading, had suggested an outdoor investiture ceremony for three new Tenderfoot Scouts about to become members of the troop. The Scoutmaster remembered the hike he had taken that autumn through country roads, across cornfields and into a patch of woodland a few miles out of the city.

He was wearing his uniform for the first time and wondering what the fellows in the office would think if they should see him. Ray Barney, engineer, leading a crowd of Boy Scouts through the woods! They would laugh probably. Or would they? Let's see now. Tom Jones, who ran the little garage in Hillside where you could have any part of a car fixed from a spark plug to a completely wrecked motor, had been a Scout and was still Assistant Scoutmaster of a troop in his neighborhood. Bob Connelly, who had been captain of the football team at highschool, had been an Eagle Scout. And his best friend, Dick Hohman, who had left college at the end of his first year when his father died and who was now mastering the textile business by working his way up from the job of a day laborer in a New Salem cotton mill—was an Eagle Scout, too, and proud of it!

It wasn't so bad being a Scoutmaster after all. It sort of made a fellow stick out his chest to be doing something for someone, and besides, he was certainly enjoying the hike—his first since he had married and that was two years before.

He remembered coming suddenly to a clearing in the woodlot, just as the moon went behind a cloud, and giving the command for the Scouts to come to attention for instructions. The senior patrol leader and several of the boys had been up earlier in the afternoon to cut food and build a huge fire, and the troop committee had arranged for kabob, lemonade and "hot-dogs" for a "feed." He even remembered the little speech he had made.

"Attention, fellows!"

"Before this fire is lighted I want to talk to you for a few minutes and tell you how glad I am that we are to take three new Scouts into our troop tonight. Your senior patrol leader tells me that you have made good progress during the summer months, that you have passed tests, that many of you have had a real adventure in camp and that others have spent the summer working. He tells me that although you have been very busy, you have all kept in contact with your troop and have had a lot of fun on short camping trips and hikes.

"We have spent the past year in developing a new troop, in fitting out a troop den, in training Scouts as leaders and in learning teamwork. We have done a good job and have built up a real troop spirit. We have managed to serve our community by conducting a clean-up campaign and have won



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the support of our parents by showing them the value of Scouting in our every-day lives.

"Now we are reaching toward greater things. We are looking forward to a year of growth. These three new Tenderfoot Scouts who will take the oath tonight must be trained in Scouting. That is your job. They must have the opportunity for adventure and fun, for Scouting is the greatest game in the world. But more than that they must have the opportunity to learn those things in Scouting which will make them better citizens, which will develop them physically and mentally, which, in other words, will make them better Scouts. The Scoutmaster can only help you in this regard. As you succeed in this task so shall your troop prosper. If you fail, the troop has failed as a real Scout Troop. Go to it, fellows!

"Let's go on with our campfire now. How about a song as Jim lights the fire with his bow and thunderboard?

"Hey, Bill, you lead the singing, my voice sounds like a frog off key."

And then the song rang out as the first flames of the campfire revealed the outline of tall trees, and glowed on the faces of the Scouts seated in a circle: "Hail, Hail, the gang's all here." And then that other song of which only boys seem able to remember the words. Let's see, what was it now? Oh, yes, of course, Ivan Skininsky Skivar, that ballad of the two fighting men who never gave up and fought to the death with a will!

And then the notes of the harmonica quartet that the Beaver Patrol had organized during the year sounded soulfully through the shadows, and afterwards Troop Committeeman Smith told the story of Dan Beard, that hero of all Scouts, whom every boy knows as the National Scout Commissioner, and as an artist, writer, woodsman and story teller. Then came the time for the investiture ceremony.

Only the embers of the fire glowed as Tom Barry, the Assistant Scoutmaster, stood up in the shadows, and, saluting his Scoutmaster, asked the four patrol leaders to come forward for the ceremony. The Scoutmaster called the names of the three new Scouts one by one. As they came to attention and saluted, he handed them their Tenderfoot Badges and congratulated them. The Assistant Scoutmaster gave the command and the Scouts in the circle came to attention. The fire light played upon their faces as, extending their right hands in the Scout sign, every member of the troop and the new boys too, repeated the stirring oath of the Scout:

On My Honor I will do my best:
To do my duty to God and my country, and to obey the Scout Law;
To help other people at all times;
To keep myself physically strong, mentally awake, and morally straight.

Seated in his office, Ray Barney recalled to memory the boys who had that long ago night embarked on the adventure of Scouting—Jack Forsythe, who graduated from high-school a year ago, and who was now a cub reporter on the local paper; Jim Hutchinson who became an Eagle Scout before leaving the troop to go into the plumbing business with his father, and Harry Brown, and—the youngest of the three, just twelve years old then, the boy who had now asked him the puzzling question about going to college.

The old troop was a success all right, if the records of those three Tenderfoot Scouts could be taken as a measure. Each of them was making good and others of the fellows already in the troop on the night of that campfire ceremony, had carried the spirit of Scouting with them into their adult lives. Gerald Tompkins was studying for the ministry in a western college, Tom Barry who had to leave school at fourteen to go to work was managing a chain store in his home neighborhood. Even "Tubby" Randall, who had been the mischievious fat boy of the troop and of whose ultimate end everyone despaired, had come out all right. This Scouting business certainly was worth while. Even if it did take all a fellow's spare time!

THEN as he multiplied and subtracted the figures before him, his mind reverted to still more real satisfactions he had had as Scoutmaster of the troop—the hikes to camp in the summertime, the zest of inter-troop rallies, the pride when the troop distinguished itself. Tim Brown, of the Eagle Patrol, had saved a man from drowning as a result of the life saving he learned in Scouting. That gang of urchins over at Jugsley Hollow had been assimilated and made into one of the best patrols the troop ever had, despite the fact that several of them had once been in reform schools. One of the boys of that gang had even become Scoutmaster of a new troop down in the "Holler" and was doing a splendid job.

"Gee! It's certainly great to be a Scoutmaster," he thought as he went back to his work again. . . . . .

Unless one is familiar with the Boy Scout movement and the great game called Scouting, it is difficult to visualize the contribution it is making in educating the manpower of the nation in the joys that come to an individual through service to others. There are more than 235,000 Scoutmasters, Assistant Scoutmasters, Troop Committeemen and other volunteer Scouting Leaders, in the United States, all serving without pay. Each gives of his time, his wisdom and enthusiasm, in furthering the character building and citizenship training influences of the Boy Scout movement, whose total membership now includes nearly 900,000 individuals.

Courtesy Massachusetts Child Labor Committee

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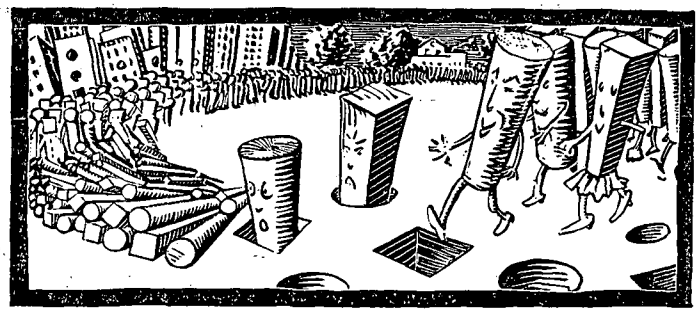

# SOCIAL PRACTICE

## It's the System

A YOUNG chaplain who resigned because he could not stand the "system" precipitated an investigation into conditions at the Connecticut State Prison at Wethersfield which, while it failed to substantiate the original specific charges of brutality, has, by the force of its recommendations, laid bare a situation which challenges the humanitarianism of the state. Homer S. Cummings, James T. Moran and Walter H. Clark were appointed by Governor Trumbull to conduct the investigation. Sanford Bates, George W. Kirchwey and Frank W. Robertson lent it their expert service. The Hartford Council of Churches and the Connecticut Council of Churches exerted pressure to make the probing wide and deep.

The report of the investigating committee recently made public, exonerates the prison administration and intimates that it probably is doing the best it can with what it has to do with. This attended to, the report strikes sharply at the prevailing system and at the antiquated prison establishment, some units of which date from 1827. Its recommendations go so far into details of management and regulation that, by deduction, they set up a pretty sad picture of existing conditions.

As the report stands, Connecticut can take it or let it alone. Some of the newspapers have hailed the first section as a complete exoneration of the prison system and have maintained a discreet silence on the damning content of the section on recommendations. Others have seized on the significance of the recommendations and have ignored the whitewash. The Council of Churches is apparently the most active influence in forcing the whole issue to public attention. It is now demanding that the investigation be extended to the entire penal system of the state and has called on the Federal Council of Churches to stand behind it.

## Old Folks Will Get Sick

THE Welfare Council of New York has made what amounts to a case study of the residents of private homes for the aged in the city and has discovered, to no one's surprise, that these institutions are less homes for the able-bodied aged than they are shelters for the aged chronic sick. In the sixty homes surveyed nearly half of the guests were chronics. One tenth were actually bed-ridden and a large number were confined to wheel chairs. Some of the larger homes maintained a hospital department with a resident physician and nursing staff. Others had small infirmaries. Chronic sickness is all in the order of the day.

Of course all these old people were admitted as able-bodied, but they could hardly guarantee to stay so, and the homes could hardly turn them out when they became helpless victims of their years. But the fact remains that most of the homes are not organized or equipped to give adequate medical and nursing care to so large a proportion of their residents.

In discussing the study, at a meeting of the Welfare Council's Section on Care of the Aged, Dr. E. M. Bluestone, director of Montefiore Hospital for Chronic Diseases, outlined a plan for the amalgamation of certain types of institutions in such a way as to provide scientific medical care for all residents, sick or well, and at the same time to permit each institution to retain its social identity. He suggested that the hospitals for chronic diseases and for acute diseases should be combined into one scheme of integrated medical organization, and that homes for the aged and homes for incurables be combined with provision for the separation of the two groups within the institution. The hospital would provide medical care for the residents of the home and serve as a clearing house for it. Patients in the two units of the hospital and in the two units of the home would be exchanged back and forth according to their changing condition and the type of care which they required. Dr. Bluestone believes that homes for the aged should broaden their regulations in order to admit persons prematurely aged or in need of simple custodial care, and that they should carefully exclude chronic patients. He does not suggest a procedure, under existing conditions of organization, for the aged person who is able-bodied when admitted to the home and pays his fee for life residence, but who later develops into a chronic. It is such as these who, apparently, constitute a large part of the population of the institutions.

## France Takes Notice

FRANCE is suddenly bestirring herself in the interest of the subnormal child, an indirect result it is said, of the impression carried home by the group of distinguished French delegates who attended the First International Congress of Mental Hygiene in Washington last May. A group of French doctors and scientists have gained the support of the government for a vigorous campaign. On the popular side it will include widespread educational publicity on the great need for special teachers, schools, and institutions for the study and vocational guidance of the subnormal, the maladjusted, and the delinquent. On the scientific side the campaign has the backing of the Institute of Psycho-Technique and Vocational Guidance in Paris, headed by M. Pieron, well known in this country. The Institute is offering a special eight months' postgraduate course for the training of teachers for the mentally deficient with practical work at the Neuro-Psychiatric Clinic for Children and Adolescents.

## No Yardstick Yet

A MOUTHFUL of large proportions was bitten off last summer by the Family Social Work Committee of the Blue Ridge Institute when it undertook to evolve a scale of measurement for the effectiveness of family agencies. Anyone who has endured through committee efforts to formulate a cogent statement of policy and functions will appreciate the morass of definition and scope in which this group found itself, but in which it steadfastly refused to be bogged down. It did not arrive where it thought it would, but at least it got somewhere.

The Committee report, which is being distributed by the Family Welfare Association of America, 130 East 22 Street, New York, holds much evidence of clear thinking and of a willingness to face facts and limitations. It differentiates between "family social work" and "family case work," defining the former as dealing with the community environment of family life and the latter as a method of treating the individual family. "Any measurement of the effectiveness of a family agency should include an evaluation not only of its case work, but also of its community activities."

The Blue Ridge group delineated some of the objectives of family case work and of the skills and methods involved and

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listed a few of the community aspects of the family agency's responsibility. It then reluctantly concluded that objectives and skills, no less than accomplishments, are still too fluid to be subject to direct statistical measurement by any fixed standard. The group did not accept this conclusion as a defeat but expressed its belief that family agencies should subject themselves periodically to a critical examination and appraisal of all their activities and objectives. "Such an appraisal gains from the skilled participation of someone with an impartial 'outside' perspective, but it can also be made by the agency itself."

To facilitate such self-appraisal the conference group listed twenty-two factors essential to the efficacy of the family agency and suggested a method of weighing each item to arrive at an evaluation of the whole. It does not claim that its method offers a quantitative measurement of accomplishments. "It merely takes the terms which we ordinarily use in speaking of 'good' or 'poor' work, gives them a more definite content and offers us a convenient tool for obtaining a balanced judgment upon the quality of our activities."

## Training Goes to the Country

STILL in the experimental stage but entirely clear in its aims, an attempt at a training program for rural social work is taking form in Oregon. The School of Social Work of the State University and the American National Red Cross have developed the plan with Lane County as the field and the Lane County Chapter of the Red Cross as the administrative agent. The program, planned on an eighteen months basis, seeks to train workers for rural work, to develop trained leadership for Red Cross chapters and to make certain studies of unemployment, delinquency, budgets, and the like which will be of direct benefit to workers in the rural field.

The workers are chosen from the School of Social Work, some graduates, some not, and are each assigned to a certain phase of Red Cross case work in Eugene. In addition each is assigned to a rural community with full responsibility for studying its needs from a case-work angle and for developing a program in accordance with the findings. Supervision and direction rest with the executive secretary of the Lane County Chapter who is herself a member of the staff of the School.

## Standards of Adoption

THE New Jersey State Conference of Social Work is one of the few organizations of its kind that does not limit itself to annual discussions but which adopts certain social projects as its own and drives along at them the year 'round. Two years ago it turned its energies to the subject of standards of adoption and child-placing. Its committee joined hands with a committee of the New Jersey Chapter of the American Association of Social Workers and the two together accepted the offer of the State Department of Institutions and Agencies to assist with a study of adoptions. The result of the combined effort was presented at the recent meeting of the State Conference, thence to be broadcast throughout the state to public officials, social agencies and organized civic, professional, and business groups to the end of stirring public sentiment to support legislative action.

The principles of adoption which the committee has framed follow in general those outlined by the Cleveland Conference on Illegitamacy in 1928 with emphasis shifted to meet local conditions. After a statement of the basic considerations involved, the report details the rights of the child, of the natural parents and of the foster parents and sets forth the responsibilities of the state and of the private agencies and institutions. After summarizing the data yielded by the state-wide study, the report calls for a revision of existing laws to provide for "a social investigation to determine the advisability of the severance of natural bonds, a physical examination of the child and a thorough study of the home offered by the adopting parents to be made by the State Department of Institutions and Agencies or by a private agency deputized by it."

Courtesy Blair County Children's Home

## Concerning Case Work

RELIEF: A CONSTRUCTIVE TOOL IN CASE WORK TREATMENT, *by Eleanor Neustaedter, district secretary Charity Organization Society, New York. Published by the Society, 105 East 22 Street. Price, 20 cents.*

This was first presented at the Boston meeting of the National Conference of Social Work under the technical title, The Integration of Economic and Psychological Factors in Social Case Work. Recognizing that economic factors are often beyond the case worker's ken, the author strives to show how the client's attitude toward his financial situation can be modified and his morale developed.

FILING OF CASE RECORDS IN THE MUNICIPAL COURT OF PHILADELPHIA. *A report by the Bureau of Municipal Research of Philadelphia, prepared by Arthur Dunham. Published by the Thomas Skelton Harrison Foundation. Free.*

This is the seventh of the Foundation's series on municipal court procedure. Mr. Dunham appraises the efficiency of the system by which 146,000 social case records are arranged and filed for reference, not always as ready as he would like.

SALARIES AND VACATIONS IN FAMILY CASE WORK IN 1929, *by Ralph G. Hurlin. Published by the Russell Sage Foundation, 130 East 22 Street, New York. Price, 10 cents.*

In the main a reprint of an article published in The Family which analyzes data from 246 family societies. The summary presents a detailed table by means of which the salaries of workers in the commonly recurring positions may be appraised.

THE PSYCHIATRIC SOCIAL WORKER'S TECHNIQUE IN MEETING RESISTANCE, *by Marion E. Rannells, executive secretary, Bridgeport Society for Mental Hygiene. Published by the National Committee for Mental Hygiene, 370 Seventh Avenue, New York. Price, 25 cents.*

An analytical study of the technique of the interview with particular emphasis on its psychological elements.

## A New Publication

THE Smith College School of Social Work, which began as a war industry, has blossomed into publication. In a quarterly periodical, Smith College Studies in Social Work, it will henceforth present selected material drawn from the theses prepared by students in partial fulfilment of the requirements for the degree of Master of Social Science. The Smith School emphasizes psychiatry as an instrument in social therapy, and its students do their field work with agencies where the psychiatric point of view is stressed.

The first issue of the Studies is a dignified document of 106 pages edited by Helen Leland Witmer and Everett Kimball. Three studies are presented, all based on exhaustive analyses of case records in agencies of high standing. The new publication promises to make generally available the fruit of much research hitherto buried in the college archives.

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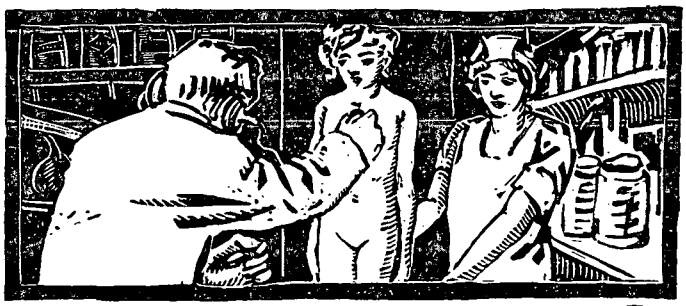

# HEALTH

## Dental Economics

AT its last annual meeting the American Dental Association established an economic bureau "to cope with the distressing problems now confronting the profession" and chose as its director Dr. James A. Brady of Philadelphia, lecturer on dental economics at Temple University. In a subsequent address, published in The Dental Roster, Dr. Brady point out that it is estimated that 75 per cent of the people in the United States receive very little if any dental service, and that this estimate is especially significant in view of the fact that 86 per cent of the population receive incomes of less than $2000. "Here is a problem," he declared, "that cannot be solved by teaching the individual dentist how to get more money for his service. This is a group problem and is crying for solution. . . . We all know that dentists are not receiving the proper remuneration and we also know that the people are complaining about costs. There must be some way found so that people can buy dental service cheaply: we must do that, and if dentistry doesn't, the public will."

Speaking before a group of dentists in Philadelphia from the point of view of an economist, Professor Ernest M. Patterson of the Wharton School of Commerce and Finance recently pointed out that economic problems in dental service are complicated by the fact that it is not an easily recognizable, standardized thing, and the demand for it is highly irregular since the community does not yet view it as a necessity. In line with developments in public education and recreation, Professor Patterson declared, "we are rapidly introducing public medical and dental care. Just how far this will go and how rapidly, no one can say. It will be futile, however, to take the view that dentistry is not a community matter and it will be a mistake for dentists in a short-sighted manner to oppose the movement. Errors in its development should be noted and it should be directed along proper lines as nearly as possible. The movement is destined to continue and all that can be done is to guide it properly."

## The Leading Cause of Death

SINCE 1912, with the single exception of the influenza and pneumonia year of 1918, heart disease has been the leading cause of death in New York State. In 1929 it was responsible for one death in four, a distressing number of them among children, young people and adults in the prime of life. From surveys of illness in certain districts, the State Department of Health estimates that there are at least 300,000 persons in New York State suffering from diseases of the heart. To further a knowledge of this subject, the Department has just announced a cooperative study endorsed by the State Medical Society and the American Heart Association. Since official health agencies do not require the reporting of heart disease, information for the general public can be obtained only through the assistance of practicing physicians. A letter addressed to all physicians outside New York City has brought offers of cooperation, from more than a thousand, who will keep specified records to be tabulated by the Department of Health.

## An International "Factory-Clinic"

WITHIN the past few months a "factory-clinic" with 120 beds has been added to the group of sanatorium buildings at Leysin, Switzerland, known through the world for the work of Dr. A. Rollier in the sun-cure treatment of surgical tuberculosis. In 1919 Dr. Rollier established a "work colony" for patients well on the road to complete recovery, where they could undertake light work, such as basket weaving and cabinet-making, and earn enough to support themselves during convalescence. A year later an agricultural colony for children was opened, where young convalescents helped in farm work including cattle-raising, dairying, market-gardening and bee-keeping. Still later came the "School in the Sun" for children predisposed to tuberculosis, the first institution in the Alps to use the sun's rays as a preventive measure. The clinic recently opened is designed to permit needy patients suffering from surgical tuberculosis to earn their way from the day of their admission. The occupations, adjusted in each case of course, to conform to the special needs and abilities of the individual patient, include metal work, watchmaking, pottery and hosiery-making. The large scale of the work makes it possible to arrange for regular sale to manufacturers. One floor of the clinic is devoted to a school of commerce where young people may receive theoretical and practical training to enable them to obtain a diploma, while there are evening courses in languages. The initial gift toward the new clinic was made by Dr. Rollier himself, who established a foundation on the twenty-fifth anniversary of his medical work at Leysin and turned over to it the estate on which the building is placed and a partially built structure started before the War.

## Where Ignorance Means Folly

THAT entering college students are distressingly hazy about the precepts of modern hygiene was the conclusion drawn from studies at Smith College and the North Carolina State College for Women at the recent conference of supervisors of student health in New York City. Considerable numbers of this year's freshmen were unable, for example, to tell the purpose of ventilation or the proper room temperature; were ignorant of social diseases; believed that tuberculosis was hereditary, and the like. Among the most popular misconceptions were beliefs that the potato is the most fattening of foods, that the toe-out method of walking is the best, and Turkish baths the most beneficial method of exercise. Particular comment was made by the authors of the study at Smith College, Dr. Frances Scott and Dr. Anna M. Richardson, on the ignorance found among the freshmen as to the causes and treatment of mental or nervous breakdowns. Dr. Anna Grove of the North Carolina State College for Women found similar lapses and added, "In our part of the country it is a great credit for a girl student to have a mental breakdown and it is a positive triumph for a girl to have three."

## For the Pamphlet File

THREE new brochures have been added to the Miscellaneous Contribution on the Costs of Medical Care, issued by the Committee of that name at 910 17 St., N.W., Washington, D. C. No. 6 of the series, by Dr. George H. Bigelow, is The Cancer Program of Massachusetts, outlining that state's system whereby, it is believed, 80 per cent of the people who have cancer have been seen by physicians. No. 7, Medical Care in Middletown, by Robert S. Lynd and Helen Merrell Lynd, brings together the outstanding findings on medical service from the authors' well-known survey. No. 8, The Need of Hospitals for Competent Directors, by Michael M. Davis,

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discusses our hit-and-miss system of administering a three-billion-dollar investment. For a bibliography on Cost of Medical Care, including material up to last autumn, see Bulletin 103 of that title of the Russell Sage Foundation Library. From the Metropolitan Life Insurance Company comes a re-issue of Monograph No. 1 of their School Health Bureau—A Practicable School Health Program, by Daniel J. Kelly, superintendent of schools in Binghamton, N. Y., and Effie F. Knowlton, director of the school health program of that city. The new issue is thoroughly revised to bring it up to date. One copy to a teacher on request.

With 1931 appears Volume I, Number I of the new 96-page quarterly published by the National Society for the Prevention of Blindness, Inc.—The Sight Saving Review. It will carry articles, notes and comment, reviews, proceedings and the like. Price $3 a year; single copy on request from the Society, 370 Seventh Ave., New York City.

## A Nurse's New Slogans

NOW that the technique of mental hygiene is being added to the nurse's bag of scientific tricks, Katherine Brownell, mental hygiene supervisor of the Visiting Nurse Association of Scranton, Pa., suggest new slogans to be used casually when indicated after the manner in which nurses have swapped the tradition of open windows for "deadly night air!"

*Be Consistent* may mean nothing to the harassed mother of six, but on the nurse's fourth visit it may have taken on such color that she tells proudly how Jack thought he could get away with it again because she was feeling "nervous" but she is not going to lay down rules one day to be broken the next.

*Give Honest Praise* is the successful new motto of a strict mother who had followed her own mother's idea that wrong-doing should be quickly punished but virtue taken for granted.

*Ignore Efforts at Attention-getting* is a motto the mother must learn to understand not only in words but in practice, so that the child will see that whining and tantrums are useless. Possibly this is the slogan of the picture below, published through the courtesy of the Henry Street Visiting Nurse Service, a pioneer in the adoption of a mental hygiene program.

*An Opportunity for Achievement* instead will help the child to gain the recognition he has been seeking by far less desirable methods.

And finally, Miss Brownell believes, the nurse should hoist in thousands of homes the flag that *Being a Parent is the Biggest Job on Earth.* "It is a new attack, a new inspiration, for what easily may come to be regarded as an age-old drudgery." Thus public health work becomes preventive, as the practice of mental hygiene in these minor cases helps to alleviate behavior disorders before they get to the point of requiring treatment in a child-guidance clinic or when no clinic is at hand. "It is another step in the direction of *Living with a Maximum of Efficiency and Happiness.*"

Incidentally, though the American Nurses' Association begs nurses to stay at home and not try to seek work in strange communities since jobs are scarce everywhere, the National Committee for Mental Hygiene points out that there is a serious shortage of nurses qualified to care for the mentally sick.

## Cost of a Sweet Tooth

A REPORT just issued by the federal Department of Commerce announces that in 1929 Americans consumed some 1,574,074,293 pounds of candy, an average just short of 13 pounds apiece. This was an increase of nearly a pound a person over 1928. In a recent statement Dr. Shirley W. Wynne health commissioner of New York City, points out that the change in national eating habits is accompanying a discouraging increase in the prevalence of diabetes. Despite the discovery of insulin, which controls but does not cure diabetes, the deathrate from this disease in New York more than doubled between 1902 and 1927. Its rise seems to be associated with the enormous increase in the use of sugar. In 1812, it is estimated, Americans consumed 15 pounds a year; in 1927, not less than 100 pounds. "According to life insurance companies' figures," Dr. Wynne declared, "for every pound of overweight a man of fifty puts on, one per cent of life expectancy is taken away. If at fifty he is fifty pounds overweight his life expectancy is reduced 50 per cent. Just keep this fact before you every time you sit down to eat."

A brighter picture of life in New York appears in the record of diphtheria, just made public in the Department's annual report. In 1930 there was a decrease of 57 per cent in the number of deaths from this disease over 1929, and a decrease of 70 per cent in number of deaths and of cases in comparison with the average for the preceding ten years. For more than a year there has been a concentrated drive to immunize young New Yorkers against this preventable disease. Last year's record for measles also shows a decrease in the number of deaths over the preceding year, though it was the cyclical year for measles and many more cases were reported. The saving of life is to be attributed, at least in part, to an energetic campaign for the use of parents' whole blood in the treatment of the malady in its early stages.

## For Homes as Well as Hotels

IN Newark, N. J., a recent ordinance requires that all domestic servants shall have a physical examination either at the hands of a licensed physician or, without charge, by the Department of Health, which issues a certificate good for six months, indicating that the individual has been found free from contagious or communicable disease. Departmental regulations require that all restaurant employes must be examined at the Health Department clinic, with the exception of food handlers in a few large department stores and insurance companies where complete clinical facilities are available. All other food handlers, including grocers, milk dealers, confectioners, bakers, butchers, soda dispensers and the like, and domestic servants, may be examined by private physicians or at the Department's clinic.

## A Workshop for Arrested T.B.

THE Boston Tuberculosis Association has recently realized a longstanding ambition by opening a workshop for men and women discharged from sanatoria with arrested tuberculosis. By arrangement with the School Committee a public school is used for the handicraft rooms where the workers, paid by the hour, turn out articles for private orders and for the department stores. The number of hours of work permitted each ex-patient is prescribed individually after a careful examination and monthly re-examinations are made to check his or her physical conditions, while a hot lunch is supplied without charge. Burnham P. Gage is the director of the workshop.

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# COMMUNITIES

## What Makes a Playground

IF the City of New York accepts the advice of the League of Women Voters it will spend no more money on acquiring new playgrounds unless the plan carries adequate provision for the comfort and convenience of the children. Just land is not enough. The League has recently completed a survey of the layout, physical equipment and play apparatus of 130 recreation spaces under the jurisdiction of the Park Department. In Brooklyn it found the playgrounds attractive, adequately equipped and well supervised, a condition which results, it concludes, in an average attendance larger than in any other borough. In other parts of the city the playgrounds were lacking in fundamentals—shelters, drinking fountains, comfort stations, apparatus, play leaders. Sometimes only one essential was lacking, and sometimes all, with the playground in fact only a bleak and dirty vacant lot. New York has less immediate need for new playgrounds, the League believes, than it has of a general overhauling of its old ones to make them safe, comfortable, and attractive to the children.

## Laboratory for the Ministry

LEARNING at first hand that bad housing, poverty and lack of opportunities for recreation, rather than original sin are at the root of most of the human misery with which they will have to deal, an increasing number of divinity students are spending their summer holidays at the Cincinnati Summer School in Social Service for Candidates for the Clergy and Junior Clergy. The school has been held annually since 1923, under the auspices of the Department of Social Service, Episcopal Diocese of Southern Ohio, of which Willam S. Keller, M.D., is chairman. Beginning with four students seven years ago, the school had twenty-six students from ten seminaries in all parts of the country at its last session, according to its 1930 report. The school had the cooperation of thirty-nine agencies, and the young divinity students—all of them college graduates with one or more years of seminary training—worked as probation officers, hospital social workers, officers at the Cincinnati Workhouse, on the staff of the Department of Public Welfare, and so on.

The school is the only organized effort to give to divinity students the practical training the young doctor obtains through his internship, or the young lawyer through the legal aid clinic, enabling him to study at first hand the community problems with which he will need to deal understandingly in his ministry.

## A City Planning Exhibit

NO one interested in city planning in general or the revamping of the New York region in particular should fail to visit the exhibition of drawings illustrating the Regional Survey and Plan of New York and its Environs on view at the workshop of the plan (Russell Sage Foundation, 130 East 22 Street). The hundred drawings and sketches will give a birds eye view to professional and layman alike of the suggestions that have been made in the eight stout volumes of the report. Architects' drawings of New York of tomorrow (if the coming generation has the good sense to follow the planners' recommendations), maps portraying studies of the communication facilities and land uses in the district (as they are and as they should be), a diagrammatic plan for reclamation of a long-wasted but potentially valuable area in the region, sketches of "neighborhood units" where all apartments will have sunshine and air—these are typical graphic portrayals of the plan which took five years to make. Inviting the public to study the plan through this pictorial method should be suggestive to other localities which are attempting to put over similar, if smaller, programs, for, we are told, the interest of the visitors has been great—in quantity and quality. A real contribution, this, to the Season's Exhibitions. Open Tuesdays, Thursday and Saturday mornings.

## Follow the Neighbor

THE Council Educational Alliance of Cleveland would find life much simpler if it could put its house on wheels. During the past six years it has moved so often, in order to keep up with the shifting community, that existence seems just one moving van after another. For twenty-four years the Al-

## Sources of Information

RECENT BOOKS AND REPORTS ON HOUSING, ZONING, AND TOWN PLANNING. *Publication No. 62, National Housing Association, 105 East 22 St., New York City. Price 50 cents.*

A convenient and comprehensive bibliography on the title subjects, covering the rest of the world as well as the United States. Many of the publications listed would not otherwise come to the attention of the ordinary reader.

SURVEY OF ZONING LAWS AND ORDINANCES ADOPTED DURING 1928 AND 1929, *by Normal L. Knauss. Division of Building and Housing, Bureau of Standards, Department of Commerce, Washington, D. C. Free.*

How various cities inched-up their zoning standards during two years. At the end of 1929, 856 cities, towns, villages, and counties had some degree of control over buildings.

REPORT OF THE STATE BOARD OF HOUSING *of the State of New York, Legislative Document* (1930) *No. 84. J. B. Lyon Company, Printers, Albany, N. Y. Free.*

The yearly summary of housing activities in New York during 1929, containing an especially interesting section on the Lower East Side of New York City.

THE CITY MANAGER PLAN OF MUNICIPAL GOVERNMENT, *Compiled by the Civic Development Department of the Chamber of Commerce of the United States, Washington, D. C. Free.*

What business men think of the city-manager form of government—and most of them like it, according to opinions gathered by local chamber-of-commerce secretaries. It contains also a list of pamphlet material, a directory of city manager cities, and a list of those which have abandoned the plan.

A STATE PARK ANTHOLOGY, *selected and edited by Herbert Evision. National Conference on State Parks, Washington, D. C.*

A selection for the lay reader of the best material which has been published on the remarkable growth of state participation in outdoor education and recreation.

A SURVEY OF THE LEGAL STATUS OF WOMEN IN THE FORTY-EIGHT STATES, *Following the Program of the Committee on the Legal Status of Women, National League of Women Voters, 532 Seventeenth Street, Northwest, Washington, D. C.*

A revised edition of a useful handbook first issued in 1924. It sums up, for each state, in non-technical language, such legal provisions as might affect a woman in cases of contractual or property rights, guardianship of children, marriage, and divorce.

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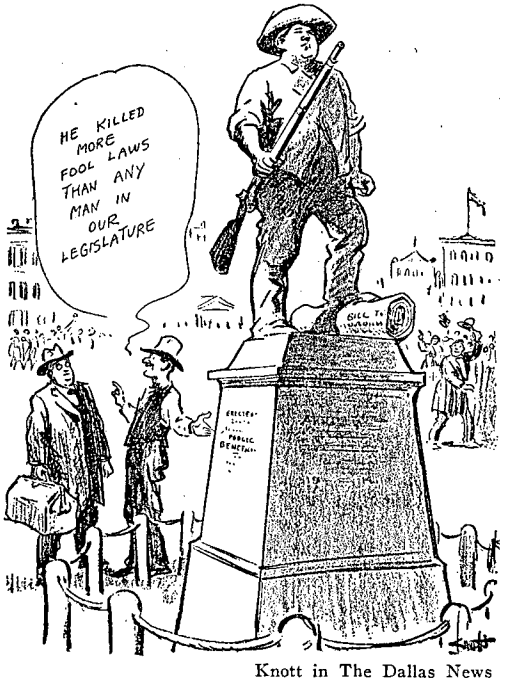
liance served the Jewish community compactly located in the center of Cleveland. But compactness has been shattered and the Alliance, if it would fulfill its service, has been obliged to follow its old neighbors into new districts. Six years ago it began to move and has been at it ever since. Even with careful forecasts of conditions, a year and a half has been about its longest stay in any one neighborhood. Three years ago the Alliance felt so sure that its community was finally anchored that it erected its own house, but took the precaution to design it in such a way that it could be used for commercial purposes in case the anchor slipped. And slip it did. The Jewish population trekked northward and the Alliance packed up its lares and penates and followed along, leaving two people in the old house—so lately new—to serve the needs of the diminishing community.

The Alliance is now running three centers but has adopted the permanent policy of not investing capital funds in buildings which may be left on its hands when the Jewish population moves away. It is gradually shifting its activities into non-equipment work with increased use of the facilities of the schools and libraries. It may yet decide to put itself on roller skates to keep up with its people.

## "Idle Hands"

WHAT to do with enforced leisure is increasingly coming to the fore as one of the by-products of unemployment. The need for wholesome recreation or other "occupations" for the jobless man, woman, girl or boy was never greater than in this period of economic depression. And it is heartening to know that municipal recreation and education departments and other interested organizations, the country over are rising to the occasion,—for the consequences that otherwise might result from idle hands and minds is obvious. The National Recreation Association therefore urges all recreation agencies to study carefully the needs presented by their membership and neighborhoods and adapt their programs to meet them. As a simple but particularly effective example, Cincinnati—as unusual among the leaders in a campaign to temper the effects of unemployment—has established a municipal playground next to a state-city employment bureau. The men enjoy baseball, horseshoe, and volley ball in good weather, and on bad days play checkers, cards, and target board. During its first week, 513 men attended the playground.

In New York City, while recreational opportunities are being increased, this problem of leisure is also being attacked from another angle. The Board of Education has established an all-day continuation school for persons from 17 to 25 years of age. Courses in over twenty different trades are offered to these young people out of work, and thus is their enforced leisure time being constructively utilized. The period for training varies from three weeks to three months according to the trade, five hours of instruction five days a week being given. Time off is arranged for in case an opportunity to seek employment is secured. The Welfare Council of New York City has organized a committee on the Constructive Use of Enforced Leisure. The Committee believes that "no new agencies are needed at present, but that existing ones should be supported in combatting the possible waste of leisure of unemployed young people."




Knott in The Dallas News

*A Great Statesman of the future*

## The Everglades and Park Policy

AN important issue in national park policy has arisen in connection with the bill for an Everglades National Park in Florida. Local promoters are backing a park project which will embrace an enormous flat, beautiful Gulf-coast area, virgin and largely unexplored, surrounded by sandy Cape Sable on the south and on the east and north by great tide-saturated areas altered from their original condition by highways and drainage trenches. Through this on the east runs a railroad and on the north an uncrowded state highway connecting the cities on both coasts and constituting the principal business entrance to the growing city of Miami. Maps widely circulated through Florida show a proposed highway down the Gulf-coast forming a new circular motor road all around the reservation. The Interior Department asks Congress to authorize this entire promotional area as a national park, from which it expects to select lands which automatically will be created into a park upon their purchase by local people who will present them to the nation.

To this program a number of conservative and scientific organizations object on the grounds, first, that there should be a survey of the Everglades to determine what form of preservation will most effectively save them for the future; second, that local money can be raised for land purchases only by promising people and legislature an immense profitable motor patronage of the park, which, in turn, imposes in advance on the Interior Department the moral and political obligation to provide roads and camps for such an invasion; and third, that it is contrary to public policy for Congress to authorize crowded public highways, railroads, and other negations of the national park policy of sixty years, even in a purchase area. The opponents of the plan contend that a careful survey, and a carefully prepared map should precede any application to Congress for national states and classification.

Here is another illustration of the need to scrutinize the gifts of the Greeks—if we are not to slide backward in our National Park Standard.

## See Housing First

ONE thousand dollars and seven weeks is all that is needed to make any American personally acquainted with the most important housing experiments of western Europe, and at the same time enjoy a grand and glorious holiday. In combination with the Garden Cities and Town Planning Association of London, the City Affairs Committee of New York (112 East 19 Street; no, it has no connection with The Survey) has arranged a vacation study tour of housing, leaving New York July 10 and returning August 13. Examples of national, municipal, cooperative, limited-dividend programs of housing will be inspected in some dozen cities of England, Austria, Germany, Switzerland and France. Officially sponsored by the public authorities, this tour will enable members to get first-hand, reliable information on how Europe provides low-cost houses for wage-earners. It might be added that, realizing that to go a-housing is rather a serious business, an equal amount of time has been reserved for visiting places of general history and scenic interest. Inquiries may be made of Helen Alfred, secretary, at the address given above.

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# INDUSTRY

## According to Code

AN industrial employment code, formulated by a committee made up of industrial employers, managers, engineers and economists, was a focus of discussion at the winter meeting of the Taylor Society. The code, the most comprehensive so far put forward in this country, is regarded by the committee as a minimum standard for

> those persons who are responsible for working conditions and human relations in industry, who wish their procedures and policies to be rated above the average in standards of employment in the United States.

Underlying all provisions of the code is the general proposition that

> human relations and conditions in industry may be regarded as satisfactory if they result in the effective cooperative functioning together of employer and employes in a socially desirable manner for the attainment of an agreed objective. Thus human relations and conditions are not separate from management, but an essential phase of it and dependent upon its competence.

The code covers wages and earnings, hours of labor, security of employment, personnel organization, safety and health, age limits, employe group relationships. It recommends wage rates based on time study, with frequent review of wage standards. Cutting rates is deplored as "demoralizing alike to production and to the community's standard of living." An eight-hour day, time and a half, at least, for overtime, and summer vacation with pay are included in the code, and progressive managers are urged to study the five-day week.

This code makes security of employment "a major objective of management." It advocates the introduction of technological changes "by small increments," urges the retaining of employes whenever possible, and holds that when dismissal is necessary the employe should be assisted by the personnel department in finding a new job and given a dismissal wage to tide him over the period of unemployment.

## Plane Makers

NOT the exploits of the men who fly the planes, but the problems of the men who make them, are presented in a bulletin just issued by the U. S. Department of Labor (No. 523, Wages and Hours in the Manufacture of Airplanes and Aircraft Engines). The data, collected in 1929, covers 11,079 workers employed in forty-one airplane plants, and 3290 in aircraft-engine plants. The study covers the length of the work day and work week in these establishments, earnings, pay for overtime, bonus systems, changes in hours and rates since January 1, 1928 (see The Survey, October 1, 1928, page 5). It includes a brief outline of the growth of the airplane industry in this country. Census Bureau data covered the industry for the first time in 1914, when there were only sixteen establishments, employing 168 workers. In 1919, there were thirty-one establishments, with 3343 workers. Since 1921 there has been a steady increase in the number of airplane plants and in the number of men and women they employ. The number of planes in commercial use has also increased, from 69 in 1926 (the first year for which figures are available) to 525 in 1929. The bulletin also gives figures showing the increase in number of miles flown, passengers carried, beacons installed and airports opened.

## Employers in Contempt

EMPLOYERS have given labor numerous examples of the use of the injunction in labor disputes. That the lesson has been learned is shown in a recent decision handed down by the Appellate Division of the Supreme Court of New York State unanimously upholding the decision of the lower court in a case in which labor used the injunction to restrain the employer. The case was that of Local 178 of the Amalgamated Clothing Workers, which obtained an order restraining the American Sportswear Manufacturing Company from a breach of its agreement with the local. It was held that the company failed to distribute work fairly, as provided in its agreement,

## Sidelights on Industry

PENNSYLVANIA'S RANK IN WORKMEN'S COMPENSATION LEGISLATION, *by A. Estelle Lauder. Consumers' League of Eastern Pennsylvania, Otis Building, Philadelphia.*

An analysis of the inadequacies of the Pennsylvania law, and where it should be strengthened. Incidentally, this pamphlet is an excellent example of how a complex subject may be crisply and clearly presented for the busy reader.

SOURCES OF COAL AND TYPES OF STOKERS AND BURNERS USED BY ELECTRIC PUBLIC UTILITY POWER PLANTS, *by William Harvey Young. The Brookings Institution, 26 Jackson Place, Washington, D. C. Price, 50 cents.*

A study of coal marketing, made by the Institute, in cooperation with the United States Geological Survey.

SPEEDING UP THE WORKERS, *by James Barnett. International Pamphlets, 799 Broadway, New York. Price, 10 cents.*

A Communist views the "speed-up" system, and its effect on the workers and on capitalism.

JUSTICE FOR ORGANIZED WORKERS, *by Louis Kirschbaum. Rand Book Store, 7 East 15 Street, New York. Price, 25 cents.*

The well-told story by a rank-and-file trade unionist, of his experience with the machinery of organized labor, underscoring the need to safeguard the rights of the individual, even in so progressive a labor group as the Amalgamated Clothing Workers of America.

THE AGE OF ADMISSION OF CHILDREN TO EMPLOYMENT IN NON-INDUSTRIAL OCCUPATIONS. *International Labor Office, Geneva.*

An analysis of this child labor problem and a summary of existing legislation on the subject, prepared as the basis for discussion at the 1931 session of the International Labour Conference.

UNEMPLOYMENT. *Russell Sage Foundation Library No. 104. Russell Sage Foundation, 130 East 22 Street, New York. Price, 10 cents.*

A useful reading list of recent material, including bibliographies, emergency plans, general books, bulletins, magazine articles, surveys and statistics.

WAGES AND HOURS OF LABOR IN THE IRON AND STEEL INDUSTRY. *U. S. Bureau of Labor Statistics Bulletin No. 513. Superintendent of Documents, Washington. Price, 25 cents.*

Data taken by agents of the bureau from books of the steel companies covering 71,000 workers show that the 8-hour day has not become the practice in steel, and that there has been a marked increase in the 7-day week, even in departments where continuous operation is unnecessary.

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and that it discharged union workers. After a hearing of the case before a lower court, the company discharged some workers whose affidavits had been offered in the action. The company was thereupon cited for contempt, fined $250, and warned against further violations of the injunction. This is probably the first case in which an employer has been held liable for continuing to violate an injunction in a labor dispute.

## Scrubwomen—Finale

THE scrubwomen of Harvard finally have their back pay. More than two hundred Harvard alumni contributed to a fund of $3880, the amount necessary to give the women the wages they would have received had Harvard paid them at the rate fixed by the Minimum Wage Commission of Massachusetts. Instead, for nine years the university lopped two cents off the established rate, explaining when at last the matter was brought into the open, that the women had had half-hour rest periods, even though the law did not require it (see The Survey, March 15, 1930, page 695). A Harvard alumni committee, headed by Corliss Lamont, now in the philosophy department of Columbia University, tried first to secure redress for the women through the university. When all their efforts to this end failed, they raised the required sum among Harvard graduates. The money was given to the women on Christmas day, in the form of bank books showing a savings account to the credit of each for her pro rata share of the fund. With each book went a letter which described at length the "neglect and niggardliness" of the university in the affair and stated that the policy of Harvard Corporation, first in beating down wages below the legal minimum and then in refusing to make restitution, did not represent the attitude of the students and alumni of Fair Harvard.

## Cooperation at Work

HOW a small Chicago factory making centrifugal pumping machinery has adapted to its own conditions the Baltimore and Ohio plan of employer-employe cooperation, is told in the last Princeton Engineering News-Letter. The firm, Yoemans Brothers, has been for many years a closed shop. Except for certain stock parts, most of its work is to specification, calling for a high degree of skill. It has an extremely low labor turnover. These circumstances have reinforced the opposition of the machinists' union to bonus or premium plans. Officials of the company became interested in the B. and O. plan, and at management's request the union submitted a memorandum outline of such a plan, fitted to the plant set-up. With few modifications, this plan was accepted by both management and men. The plan is simple and informal. The men, as members of their union, accept definite responsibility for the progress of the business, through increased shop efficiency, reducing waste, improved quality of work, and so on. The company delegates this responsibility and, without any specific obligations, agrees from time to time to share with its employes the gains resulting from cooperation. The plan functions through a joint committee made up of representatives of the shop committee, the local union, and management. Informal meetings are held monthly during working hours. Only constructive suggestions are dealt with. Suggestions are made verbally and kept on the minutes as unfinished business until they are either rejected or adopted and carried out. No prize or premium is given for accepted ideas. Any suggestion, however impractical it may at first appear, is sure of a fair and courteous hearing before the committee. Questions of wage scale, working conditions, hours, are not handled by the joint committee, but in the usual manner between management and union. Proposals involving capital or operating expense are referred to the appropriate departments for estimate of investment and of savings effected, and action is taken on the basis of these reports.

## Older Workers on the Job

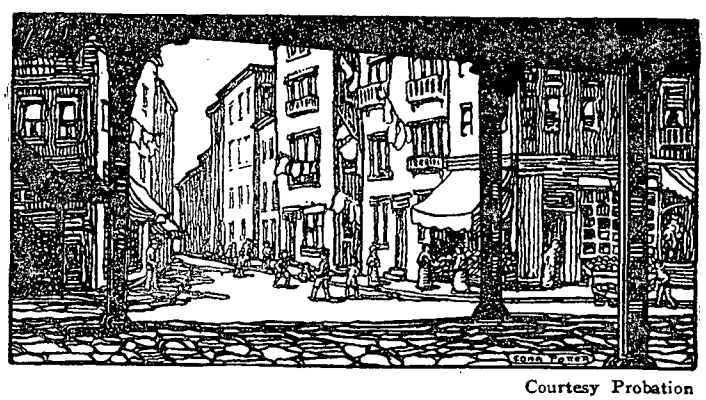
WHETHER industry is justified in scrapping workers at forty or forty-five, whether maturity has advantages over youth in industry as in some other fields, is being widely argued. Facts on both sides are incomplete. Increasingly, however, progressive management is segregating figures as to accidents, efficiency, regular attendance and so on by ages, in an effort to decide intelligently the place of the older worker in industry. The president of the S. S. White Dental Company outlined the experience of his firm at the recent meeting of the Taylor Society. The company makes dental products requiring a high standard of quality. In its factory force, 64 per cent of the workers are under and 36 per cent over forty-five years of age. In a recent six weeks' survey to determine the efficiency of the older group, it was found that 70 per cent are regularly making their quota and earning a bonus, as compared with 87 per cent in the group under forty-five. Excluding those in the older group who are over sixty-five, however, it was found that 85 per cent of the group are able to make their quota or better. The special assets of the older employe, as this company evaluates them, are patience, skill, and "the knowledge that things done right need not be done over."

## Young Toilers

JOB experience and school and home backgrounds of working children in two industrial cities, Newark and Paterson, N. J., are presented in Part 3 of the study of Child Labor in New Jersey, to be published this month by the Children's Bureau, U. S. Department of Labor. The report makes clear that child labor is an important problem in both cities, though there was a decline in the number of working children between 1920, when the continuation school law went into effect, and 1925, when the study was undertaken. The report shows a marked tendency among children to go to work as soon as the school-leaving age is reached, particularly among boys of foreign-born parents. Children who leave from the lower grades tend to go into dead-end factory jobs, those from the higher grades into office and sales work. Both in first positions and after a year or more of work, the wages of Newark children were found to be higher the higher the grade completed in school.

The detailed report on these two groups of continuation school pupils, from which only a few of the findings are here indicated, justifies its final conclusion:

> Both more extensive and more intensive studies than have yet been made of boys and girls during their early years of employment are needed as a basis for the formulation of educational policies, the development of educational and vocational guidance, and improvements in child-labor and education laws.



Courtesy Probation

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# EDUCATION

## Endowed Sport

FIFTY thousand dollars was voted by the Columbia Alumni Fund Committee as an endowment for athletics at Columbia College, the men's undergraduate division of Columbia University. The action followed a recommendation made by President Nicholas Murray Butler in his annual report and expanded in an address at an alumni dinner, that such an endowment be set up as a means to solving the problems of commercialism and professionalism in undergraduate athletics. The endowment does not mean free admission to games in which Columbia teams take part. The usual prices will be charged, alumni representatives stated, following the meeting at which the fund was voted. It means rather a change in attitude. Instead of arranging athletic contests as spectacles for the amusement of the public to draw large gate receipts, Columbia sports activities, under the endowment plan, will be arranged primarily for the students and graduates. Dr. Butler pointed out that similar action by two or three other like-minded colleges might in a short time change the entire situation in regard to college activities in this country.

> The thing that makes trouble at most colleges [he said] is not making proper provision for alumni and students alone. The great task usually accepted is that of taking care of those members of the public who, having seen the finish of the professional baseball season, want something to see on Saturday afternoon and turn to the colleges for an afternoon spectacle. It is not the business of the college to entertain the public or to allow them to interfere in the administration of the college as it deals with football or any other sport.

## Professors and the Big Stick

DECEMBER meetings of various educational associations gave opportunity to the profession to "discipline" the Mississippi Board of Trustees of State Institutions, which has been playing politics with faculty appointments, by suspending the state colleges and universities themselves from academic standing (see The Survey, October 15, 1930, page 518). The American Association of University Professors took such action against the University of Mississippi, the Mississippi A. and M. College, the Mississippi State College for Women, and the State Teachers' College. The Association of American Law Schools dropped the law school of the University of Mississippi from membership. The Association of Colleges and Secondary Schools of the Southern States suspended all four institutions because of "the wholesale dropping of scores of officers and teachers without warning, without charges and without opportunity of defense." A correspondent of School and Society reports that a committee of the Mississippi Education Association is drafting "the most drastic resolution ever worked out in the state's history, so far as politics and education are concerned. It is to be submitted to the next legislature . . . and if it becomes law, no governor will ever again wave the big stick over higher education in Mississippi."

The New York Times reports that Governor Bilbo has yielded to the protests of Mississippi citizens to the extent of permitting the board of trustees of state institutions formally to rescind its order declaring that professors and teachers under its jurisdiction were subject to dismissal without notice. Students at the University have joined in the resentment against the wholesale faculty dismissals, and recently burned the governor in effigy.

## For Better Negro Schools

THE Office of Education announces the organization of a National Advisory Committee on the Education of Negroes. The general purpose will be to give advice and counsel in connection with the formulation of policy in its field as well as on specific problems that arise from time to come. It is also hoped that members of the committee will serve as contact representatives in various centers in interpreting the needs of the race to the Office of Education, and the plans and program of the office to Negro teachers and parents. In addition, the specialist in Negro education attached to the office, Ambrose Caliver, expects to obtain through the new committee expert advice and detailed suggestions on various technical educational problems as they relate to Negroes.

Nominations for the personnel of the committee were mainly made by officers of the National Association of Teachers in Colored Schools. Other organizations cooperating in the set-up of the committee were the Association of Colleges for Negro Youth, the National Association of Collegiate Deans and Registrars in Negro Schools, and the Conference of Negro Land-Grant Colleges. Members of the advisory committee are drawn from various sections of the country and represent elementary education, secondary education, and teacher-training groups. The plan is to call on the committee infrequently as a body but to secure opinions and advice by mail. New members will be added as new projects in the field of Negro education are undertaken by the Office of Education.

## Musical Adventure

BOTH teachers and parents are again in the debt of the Child Study Association of America with the publication of Music and the Child, edited by Doris S. Champlin (221 West 57 Street, New York, price 50 cents). Following a foreword by Peter W. Dykema, professor of music education at Teachers College, Columbia University, this beautifully decorated and printed handbook offers brief chapters on singing, rhythm, dancing, simple and primitive instruments, listening. The lists of material that follow are headed: books and music, including songs, instrumental music, musical games, phonograph records, piano rolls, books about music for children to read, books about music for parents and teachers. The first four sections are further subdivided into material suited to young children, intermediate children, older children. Here is combined present-day theory with a practical guide to what is actually available, in a form which will help both home and school make music a creative experience in children's lives.

## Questions Invited

IF Sonny bites his finger nails, if Sister can't "get" fractions, if Jimmy sticks pins in the boy in the next seat, the Teachers' Union of New York offers to help you do something about it. Through its Experimental Education Committee the organization is launching a service to help parents and teachers apply the theories and techniques of the "new" education to the specific problems of home or school. The membership of the committee includes a psychologist, primary and highschool teachers, a director and teachers from experimental schools, college professors. Additional experts from Teachers College,

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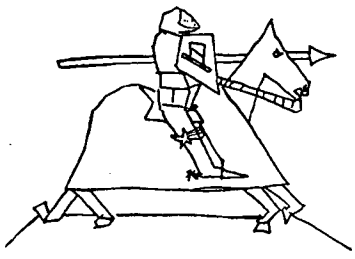
Columbia University, and other schools, have offered their services if needed. Any question about the problems of children is invited—inquiries dealing with disability in arithmetic, grammar, spelling, athletics, handwork, social adaptability or other functions. The puzzled parent or teacher is urged to give as full details as possible when the problem is presented. This should include some description of the child's personality, home conditions and school situation, as well as full particulars about the special difficulty of the moment—its duration, extent and its effect upon the child. Correspondence should be addressed to the chairman of the committee, Truda T. Weil, Teachers' Union, 70 Fifth Avenue, New York.

## Yearbook 1930

INSTEAD of describing the educational systems of various countries in action, as previous volumes have done, the sixth yearbook of the International Institute of Teachers College, Columbia University, is devoted to the philosophy underlying national school systems. The seven authors contributing to the volume are all educational leaders in their respective countries.



Russia is not included in this symposium, though fresh formulations in educational philosophy are being put forward there as well as new techniques. The editor of the yearbook, Professor I. L. Kandel of Teachers College, apologizes in a foreword for this omission, but many readers will feel that this presentation of modern educational philosophy fails of its purpose in leaving out of its picture the new concepts underlying the schools of Soviet Russia.

The spokesmen for the six countries represented are: England, Sir Michael Sadler of Oxford, Fred Clarke of McGill University; France, Felix Pecaut, director of public education; Germany, Aloys Fischer of the University of Munich; Italy, E. Condignola, director of the Instituto Superiore di Magistere, Florence; Japan, Kumaji Yoshida of Tokyo Imperial University; United States, Professor Kandel.

## Jobs for College Women

THE demand for college-trained women in the United States was surveyed recently by the Institute of Women's Professional Relations as its contribution to the study of unemployment among intellectual workers conducted by the International Labor Office. The findings of the survey are summarized in the last issue of The Journal of the American Association of University Women by Chase Going Woodhouse, director of the Institute. The survey is based on an inquiry sent to colleges and universities admitting women, to bureaus and agencies placing college-trained women and also to the state superintendents of education. The bulk of the information dealt with the teaching situation. The data indicate an oversupply of teachers in all localities, 118 of the 169 agencies replying reporting a surplus or slight surplus. The largest number of unplaced teachers was in the group wishing to teach academic subjects in highschools, especially English and history. Mrs. Woodhouse comments:

> There is no doubt that a part of this oversupply consists of persons not especially qualified for the work and that the educational institutions have an obligation to cull out candidates for teacher training more rigorously than at present and to adopt policies of educational guidance which will lead to greater diversification of occupations entered by college women.

The oversupply of teachers is most acute in the far west, this survey indicates. One state superintendent reported two hundred applications for a principalship in a state where the teacher turnover does not exceed three hundred a year. Replies from the South stressed the oversupply of under-trained teachers.

Of 52 professional schools of law, medicine, business, music, art, journalism, pharmacy, dentistry, nursing, social work and agriculture, 3 reported a surplus of graduates in relation to openings and 13 others a "slight surplus." Secretarial positions in business, department-store work, public-school music, medicine, dentistry, public-health nursing, pharmacy, apparently offer good opportunity for the trained college woman. In journalism the schools reported no trouble in placing graduates unless they insisted on a particular locality, were poorly prepared, or had devoted their college courses too closely to English literature to the exclusion of economics and politics. Mrs. Woodhouse concludes:

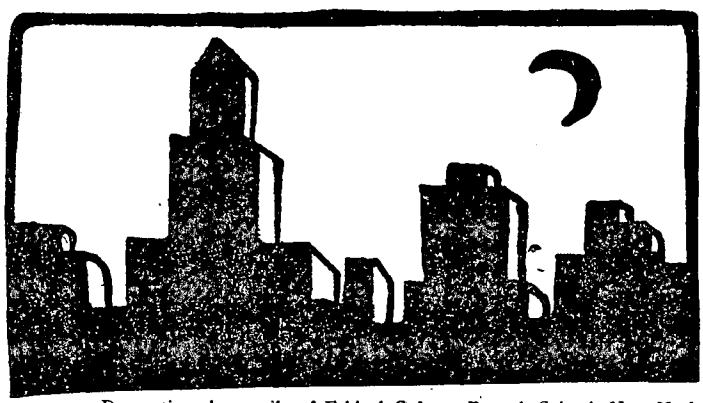
> While definite figures are not available, there is apparently no actual serious unemployment among the trained women of the country in the sense that they are unable to locate positions of any kind suited to their general background, but that certain fields, especially teaching, are oversupplied, and that more and more those who prepare for them will find competition keen and positions difficult if not impossible to secure.

## The Progressives

FOLLOWING the annual meeting of the Department of Superintendence, the 1931 conference of the Progressive Education Association will be held in Detroit, Michigan, February 26 to 28. The program includes a symposium on the teaching of special subjects, and addresses on The Education of the Progressive Teacher, College Entrance and Secondary Schools, Children's Interests versus the Teacher's Judgment.

An interesting example of progressive principles in practice is offered by the Ethical Culture Branch School (27 West 75 Street, New York) in a monograph, A Fifth Grade Experiment in the Social Studies, by Alice C. Rodewald. It describes the history and geography studies of a fifth year group, illustrated by the children's drawings, stories, and outlines. The spirit and direction of this adventuring is indicated by Miss Rodewald's account of how it began:

> Mediaeval history looked to us—the teaching staff—like the next goal ... but the children returned on September 19 demanding Roman history and we were well launched by September 25. They eventually had an acute attack of mediaeval history, but before the short school year was over they had travelled from religion in the Middle Ages to Soviet Russia, and I had to sit up nights studying the latest books on this subject to keep ahead of my wide-awake group. I mentioned this procedure as typical of our school. We are not governed by the child's free choice as we come to him with definite plans in mind that we usually carry out, but if the child sets up a promising objective we reverse our program and follow him.



Decorations by pupils of Ethical Culture Branch School, New York

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# WORK SHOP

## Analyzing Volunteer Service

By HELEN MORTON

EVERY now and then a word gets caught in a maelstrom of popular notions and then wilts and dwindles into insignificant meaning. As Walter Lippman says, it may become a stereotype, a hollow shell of a word full of vapid ideas. This is what happened to the word "volunteer." In the minds of many it seems to be synonymous with an untrained, unreliable young person, for whom on general principles work should be found to do, but who at any moment may vanish to Florida.

Even for those who have straightened out the fact that distinctions between trained and untrained cross-cut both volunteers and paid workers and that both groups are liable to show a similar range of human weaknesses, there is confusion about the word. One national organization thinks of volunteers as their board members, another considers all unpaid workers other than boards to be volunteers. Some eliminate students who are working for credit, others include everyone who isn't on the payroll. Some agencies even include paid workers, provided the sum is just enough to keep them from being "out of pocket" because of carfares or incidentals.

Running parallel with the decline of the word itself, has been the quite contrary trend of the development of new interest in the subject as a whole. Bureaus for volunteer service have been started in the larger cities. Chests have organized departments on volunteers, and national organizations have outlined programs for volunteer service and training. The White House Conference included in the recommendations of one of the sections "that a special committee evolve a basic course of training in volunteer leadership for all national girls' work organizations."

How can this discrepancy be accounted for? Perhaps it lies in the fact that the rapidity with which social agencies have been established has left us confused as to what constitutes the necessary support. We are accustomed to the point of view of the professional social worker about the best way to use board members, and the best method of training, recruiting, and placing workers; but we are prone to overlook the layman's viewpoint. As the layman sees it, the best minds in every community, lay as well as professional, must continue to have as their special concern the wisest use of agencies, the best selection of personnel, the interplay of organizations, and the development of new services.

The tragedy in the present situation is that the young men and women among the laity have small opportunity to realize the importance and worth of such citizen service. To them "volunteer" is still apt to connote the lady of piety and benevolence; so they run headlong in the opposite direction into the wide-open arms of an alluring and stimulating business world.

How to take action against this varies with each community. Some cities have put their best efforts into recruiting new workers, others into training. In Boston, it seemed wisest to try to analyze the situation before attempting either, and so come to understand the processes of community education which are necessary to prepare the way for successful volunteering. The best way to begin seemed to be to find out what people were thinking, which could best be done through a discussion conference. Carefully selected leaders and recorders met beforehand to chart the probable course of the discussion. Six main divisions were decided upon:

Group work (clubs, classes, etc.)
Skills based on special training (music, handwork, etc.)
Staff assistance (clinic, office, etc.)
Personal, direct work with individuals (calling, tutoring, etc.)
Administration (boards, committees)
Special projects (new work)

Four general questions were asked of each group:

What kinds of work are the social agencies offering their volunteers?
How worth while can the work be made as experience for the volunteer?
What are the opportunities for the advancement of the worker?
Should every agency have a staff member specially charged to develop the services of volunteers?

Still more detailed questions were prepared as guides to the thinking of each of the six groups. Invitations were sent to every agency or group known to be interested, but the size of the groups was limited in the cause of good discussion. As a result 171 workers came from sixty-nine organizations and were almost equally divided between paid and volunteer workers.

The results of the discussion indicated certain guide-posts for the future which should be of far-reaching use. The first finding of the conference was the paramount importance of finding the place for the volunteer. This is not as simple as it may sound, for it involves a thoughtful process of job analysis. One agency brought an analysis of all the jobs to be done showing at what point the volunteer could be used. Two others had charts of all the volunteer jobs available in different departments, except for board members. One attempted to analyze just board services. Other forms of analysis were suggested—understanding the processes of one particular volunteer job, in



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following the course of one case and the service needed, as well as a "town planning" analysis of the different agencies and their relationship to the problem under consideration.

Perhaps this point was the major contribution of the discussion, the obligation of every agency to analyse its work processes where there is a real desire to make the wisest use of available personnel. Paralleling this idea is the companion form of analysis of the personal motives, desires, and qualifications of each worker. The emphasis here is that the qualifications of all workers should receive equal consideration according to the requirements of each job.

The second question was how work can be made satisfying to the volunteer both through advancement in skill and interest and in the relationship to the staff. Of course, some kinds of work always will be unskilled, and those who want this kind of work would be worried by even a suggestion of assuming more responsibility. The satisfactions of this group would come through other factors, such as companionship, pleasant surroundings to work in, *esprit de corps,* and opportunities to be informed of the work of the organization. But for other types of workers, advancement needs more thoughtful definition. A job analysis will show that certain kinds of volunteer service lead to a dead end, or that at a certain point professional training becomes essential to progress. The conference stressed the fact that at present volunteer service is almost never a stepping-stone to paid work, and that apprenticeship training as a means of getting around the necessity of a full professional course is not considered desirable. The line of advancement leads quite naturally to the position of supervisor of volunteer services, and a specialist in a field which does not come in conflict with that of the professional; or to service on the board of directors. Beyond this the Conference was in general agreement that we need to break down the artificial differences between workers in regard to their being paid or unpaid. Many volunteers are actually working shoulder to shoulder with paid workers. This should be encouraged, especially where it means they are adequately equipping and training themselves for these jobs.

In considering the growth in interest, perhaps most vital to the life of social agencies is the number of people who really care about them, and sympathetically understand what they are trying to do. The degree of enlistment might be pictured by circles, one within the other. On the outer fringes are people who have a vague, general interest. On the inner circle are those who make personal sacrifices in support of the agency. The route from the outer to the inner circle may be through financial support, or through personal service of many sorts, from filing envelopes in the office to guiding the policies of the agency. At a time when all agencies are concerned with enlarging this inner circle of those who really care, the possibility of a maximum of personal participation of an increasing number of people assumes new significance.

Most important is the way in which the staff and the volunteer relationships are worked out. Wherever there is a flourishing volunteer service, there is sure to be found a person with the intangible qualities which attract volunteers. If volunteer service is considered important, then the appointment of this type of person is essential. Often a volunteer supervisor can be found to bring in the necessary qualities of personality.

But the supervisor does not take care of everything, for there are the board members who often tide over several executives and in whose hands lies the power to carry out or change policies. This relationship between executive and board has caused much uneasiness, is often side-stepped for many reasons, and yet badly needs to be studied and built up as one of the finest types of team work which can be found today.

Unlike Topsy, a volunteer program cannot just grow. For its development there must be a carefully thought-out scheme, with suitable methods of placement, supervision and training, and the right kind of person to carry out the details. The best results come with clear mutual understandings between staff and volunteer, with thoughtful supervision on a case-work basis, with adequate interpretation, and with advancement definitely planned to admit of a free field for the development of new work. The best recruits will develop from such factors as the ability of the person responsible for the volunteer services, the skill in personal analysis, from the quality of opportunity offered by the agency, from the stimulus of a well-working plan, from good relationships with the staff, in which attitudes are mutually encouraging, and from unhampered opportunity for a maximum of personal participation.

A long list of available jobs in some fifty agencies was prepared for the conference, which showed opportunities for a wealth and variety of experience to meet the most varied personal qualifications and desires.

The questions which were propounded at the conference, as well as the more detailed information in regard to the work of the leaders and recorders, is available for anyone interested in planning a similar discussion. It would be an incentive to have other groups in other cities working along the same lines, and the Boston committee will gladly furnish any material which will make this possible. [Address Volunteer Service Bureau, auspices of the American Red Cross, 347 Commonwealth Avenue, Boston.]

The use of the discussion method is in itself of great interest, but of far more importance is the power of our united efforts, as we can more easily see in times of financial distress, to put props of personal support under our social agencies which will strengthen and endure.

# When Givers Talk Back

By CLARE M. TOUSLEY

THE entire money raising department of the New York Charity Organization Society sat down to consider that elusive group in modern civilization, the "lapsed." For the lay reader we should probably give them their full title, lapsed donors. This species is called various names; in insurance circles they are called "the chronically in arrears" group. We began by calling them names and then decided instead to send them a questionnaire and find out why they were lapsed.

First of all you have to answer the riddle, when is a donor not a donor? Our answer is that he is a "lapsed" after eighteen months have rolled by without hearing from him. Last year the C.O.S. had a membership of slightly over 13,000 donors, of whom 12,146 had given within a twelve-month period. Their total contributions were $556,472. Only 2036 of the 13,000 gave $25 a year or more, and their contributions were only a part of our year's expenditures of $1,125,000, as the School of Social Work is supported largely by endowment and tuition fees, as are other special departments.

So in considering the sad case of the "lapsed," we collected the names and addresses of 563 fairly recent ones and put the problem up to our chairman of membership, Arthur W. Page, former editor of World's Work. Mr. Page sent them the following letter, hand-typed on his own office letterhead:

My dear Mr. Blank: May I impose on your good nature to

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answer the enclosed questionnaire? It is sent to you because you contributed to the Charity Organization Society year before last, but not last year.

The C.O.S. has been exceedingly fortunate in having a very large percentage of its contributors continue from year to year. This makes those of us who watch this aspect of the Society concerned to know why we lose the interest of those who cease to contribute—especially at a time like this.

I should greatly appreciate it if you would answer the enclosed questions.

Sincerely yours,

Extension Chairman,
Charity Organization Society ARTHUR W. PAGE

The questionnaire enclosed asked the following questions, with room for the answer to be written underneath each:

1. Is it something the C.O.S. has done or left undone that has led you to stop contributing?
2. In our efforts to inform you of the Society's work, did we send you too much information?
3. Or did we send you too little information?
4. When you give to an organization like the C.O.S. do you want to hear from it about how it is using your money?

A stamped self-addressed envelope to Mr. Page was enclosed. To date it has brought in 131 replies, 15 of which contained checks totaling $84.50. Since the experiment cost the C.O.S. only $45, this test paid its way.

Many amusing things happened along the way. One reply said, "Susanna Wesley Hall is not a person—she's a dormitory." Another, "Evidently you think I'm a gentleman. I'm not; I'm only a little boy." One of those who sent checks, wrote: "I'm as broke as the Ten Commandments, but here you are."

In answering question 1, 94 of the 131 answered no. Of these, 36 gave financial reasons but several said they hoped to give again later. Another group, 27 of them, said they had other calls at present or were interested in other agencies, and 16 others said they had moved away and were giving locally. The others did not check this question except for one who answered yes, saying he got too many appeals and objected to high rents and salaries in social work.

As to question 2, 89 of the 131 answered this question, 64 no and 25 yes.

On question 3, 60 of the 131 answered no and one brave soul said, "Possibly too little."

To the last question, 73 answered, 37 of them saying yes and 36 no. Among the noes, only two offered distinct criticisms. One said, "Too much of contributors' money goes to advertising and circularizing," and the other criticism was similar. The rest all said things like, "If I did not trust an agency to wisely administer a gift I should not contribute to it," or "Am satisfied that it is administered excellently; would like stationery and postage saved but you know best what returns you get on the literature you send out."

Soon we would like to try a more positive inquiry. We would like to write to the contributors who continue to contribute to see if we can find out why they give. As a matter of fact, of our 13,000 donors, 4346, or one-third, have given continuously for five years or more. Another rather amazing fact, considering the C.O.S. never has campaigns or drives except in an emergency, is that even though we have only a by-mail relationship with our constituency, 68 per cent of those who gave for the first time in 1929 renewed their giving in 1930, and 81 per cent of our older donors renewed. Many of our contributors give several times a year, for last year although we had only 13,000 contributors we had 20,657 contributions.

Now someone may ask, By what system do you attempt to hold your donors, and How do you get them in the first place? The C.O.S. has compiled a prospect list of persons who we believe could support social work if we could interest them. We send them a letter appeal. Those who give receive a report three months later on what was done with their money and how the family situation has turned out if it was a "case appeal." This gives us a chance to interpret to our donors some idea of social case work, and may we say right here that we have a great conviction that money raising and interpretation should not be divorced but on the contrary have the closest kind of union. Many who receive these reports react like one who wrote us: "I was so overcome to receive a letter from an organization that was not an appeal but a courteous letter of report, treating me like a human being, that I wish to enclose a much larger check than my first to express my surprise and my appreciation."

The next step is to send another appeal three months later, or six months from the time the initial gift is given, unless he has given voluntarily meantime. Then whether or not he gives this time, the donor receives no follow-up or report but is given a six months' vacation. Meantime our entire constituency receives weekly the little pocket-edition C.O.S. Bulletin in which our social workers write the true stories of their daily work. The Bulletin, which is covered by a special gift, cost $4000 last year and brought in over $10,000 in spontaneous giving.

After his six months' holiday our new donor is treated as a second-year donor and gets a printed renewal notice one year from the date of each gift. If these would sometimes come too close together to be courteous, without explanation, he receives a special letter asking for both contributions, in a lump, telling why. Last year 1100 of these special letters brought in $33,000.

The editor of The Bulletin, who has charge of the Society's program of interpretation as well as its financial program, has come to know hundreds of donors as individuals although she has never seen most of them. She tries to give them opportunity to share in the C.O.S. program in line with their individual interests. Some are interested in the aged, some in children, some like to give once a year, some once a month, some want to be written to "whenever there is a special need of a certain sort."

"Come sonny, there'll be lots of other children there for you to play with, and as soon as daddy gets a job we'll all have a home together again"

**2,552 N. Y. Families in 2 Weeks Ask Aid in Unemployment Cri**

According to Lawson Purdy, director of the Charity Organization Society, in the first two weeks of December that society had 2,552 applications for aid from families living in the city who have been pushed to the wall by unemployment. "We are trying, in so many possible," said Purdy, "our so... possible ar... help each fam... thinkab... differing nee... son from bei... strong... ab...

*Good company — Wortman's cartoon and Clare Tousley's news release in The New York World. This sort of planned "coincidence" happens once in a blue moon.*

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We have tried to give our contributors a real feeling of partnership—tried to share with them the social facts our work brings to light, not just appeal to their sentiments. We have a large volume of correspondence with them weekly. We try to answer their misgivings, to supply them with the information they request and to make them feel that their active interest is welcome.

What the final answer will be, if any, about the system of money raising that brings the biggest returns and at the same time stimulates in each donor a growing philosophy of social responsibility based on knowledge of facts—well, who can say? I strongly believe, however, that it is the great opportunity and obligation of social work to "bear witness" vividly and accurately as no other group can, as to what social injustices do to human beings. Never is an individual so susceptible to receiving this evidence as when he has given something to the cause. He is like a camera; his giving has opened the shutter, he is ready as never again to receive impressions.

As one of our donors wrote not long ago, "Sustained giving requires a sense of personal proprietorship in the object. The closer you can bring individual need to the individual giver, the more he will give and the more he will get." And to the donor who wrote us this week, "I like you people at the C.O.S. because you so obviously give so much more than just money to those in trouble," we replied, "And by that very token we like best the donors who give so much more than money to us."

## The Duty to Bear Witness

THE professional responsibilities of social workers in unemployment crises took precedence over all other topics of discussion at the mid-winter meeting of the Executive Committee of the American Association of Social Workers in Cleveland. It was believed that a statement of the Committee's concept of professional obligation would clarify public thinking and would provide social workers themselves with a platform, now and in the reconstruction period ahead. The statement, as issued by the Committee, follows:

The Executive Committee of the American Association of Social Workers considers it of grave professional import that the responsibility of social workers in meeting the present unemployment crisis and in the evolution of systems of economic security should be made clear.

It conceives it the duty of social workers:

1. To make clear to the community that philanthropy cannot replace payrolls.
2. To bear witness to the detrimental results of destitution upon the health, education, family life, personal efficiency and employment.
3. To bear witness to the demoralization resulting from inefficient and humiliating forms of relief.
4. To make clear that as social agencies are now constituted they cannot administer a large volume of relief without destroying their regular function of fostering the mental and physical health, education, and social adjustment of families.
5. To make clear to the community that non-relief forms of social work such as health and recreational services, are especially needed in a period of unemployment.
6. To watch closely for early evidences of unemployment and furnish the community with that evidence.
7. To urge the community through governmental and other appropriate agencies to set up the means of continuous observation, measurement, and control of unemployment.

There are three categories in which the subject of unemployment presents itself to social workers. The first is the prevention of unemployment crises. This requires industrial and economic reorganization on which social workers may have occasional competent testimony, but which in general is beyond their professional purview.

The second is the prevention of destitution resulting from unemployment. The Executive Committee is convinced that social workers should offer to those working on this problem their testimony to the tragic effect of throwing the initial burden of an unemployment crisis on the unemployed themselves, to bear until their economic and social resources have been completely exhausted. Insofar as social workers are convinced of the workability of plans for insurance, for systems of employment exchanges, standards of dismissal procedure, dismissal warnings and wages, they have a professional obligation to lend their active support.

The third category is that of the administration of relief, the major reliance for meeting past and present unemployment crises. In this the social workers can, as they are now doing throughout the country, offer the direct services of the inter-allied and experienced agencies of each community. They can strive to coordinate mass relief with employment and other services, to shorten the relief period as much as possible. They can guide the administration of relief toward methods which experience has proven to be more constructive to the recipient.

At the same meeting in Cleveland the Executive Committee and the National Council of the Association took cognizance of the proposal to transfer the maternity and infancy work of the Children's Bureau to the United States Public Health Service. A memorandum has been transmitted to Secretary Wilbur for consideration by the Continuation Committee of the White House Conference in which the Association goes on record as opposing the transfer on the grounds both of expediency and principle. On the matter of principle it says:

Such a move tends to separate the government's concern with the health of mothers and children from its concern with their economic and social well-being. The Children's Bureau has stood out as a branch of the government in which technical skill in the public health, medical, economic and social fields have been closely and skillfully integrated in a program of broad social statesmanship. To demobilize these elements and put them back into separate governmental bureaus would be a step backward.

## A Social Work Gang

AFTER seven years absence from the state, Donald North returned to Providence as chief state probation officer of Rhode Island. During his absence the following agencies had been organized: State Probation Department, Children's Bureau, State Psychological Bureau, State Bureau for Mothers' Aid, Providence Council of Social Agencies, Association and Bureau for the Blind, mental health clinics conducted by the Rhode Island Society for Mental Hygiene, two new boys' clubs with fine swimming pools making three in all, and many other activities.

All this activity was excellent, but somewhat of a problem from the standpoint of getting quickly acquainted with what was going on and as to how these and other agencies could help the cause of delinquency and probation. "So the new and old got together and formed an informal 'gang' of men executives who have met now once each month for one year," says Mr. North, "and in our second year we are more enthusiastic about the opportunity to get acquainted and find out what we really think about everything that has happened or may happen in social work in our state than we ever were.

"It has been very helpful. We discussed probation and delinquency from all angles with the result that the executives of agencies working in different wards of the city feel themselves responsible for getting or assisting delinquent boys to join leisure-time agencies. Useful and more effective because the suggestion comes from an outside individual rather than as an order from the probation officer.

"We next tackled the matter of desertion. The Family Welfare, Public Aid, and court and probation very frankly expressed their opinion of what part each agency should take and as a result we get together and hold a clinic on the chronic cases when they get too chronic and take a concerted action which gets results.

"The 'gang' acts as a sort of clearing house of social matters which focus around the welfare of children and we all enjoy it."

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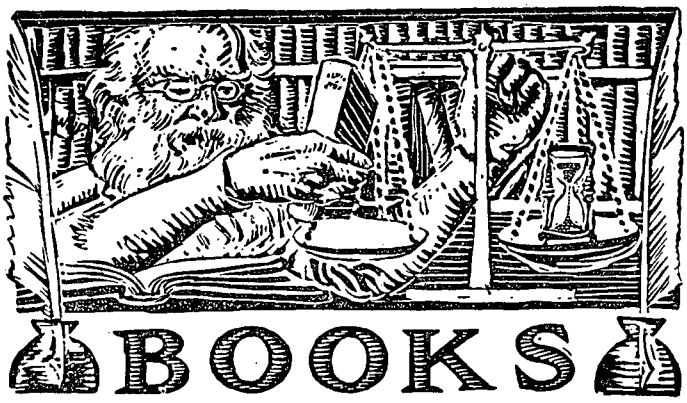


## Footnotes for Hurdles

COUNTY GOVERNMENT AND ADMINISTRATION, *by John A. Fairlie and Charles M. Kneir. Century. 559 pp. Price $4.00 postpaid of The Survey.*

THIS is a big book, encyclopedic in character and treatment. It is mainly a recital of facts: provisions of laws, decisions of courts, financial statistics, and findings of administrative surveys—a record of the past and present, not a look into the future. The main theme is county government, though the last hundred pages are devoted to towns, villages, special districts, and the government of metropolitan areas, and of the rural fringe of the cities. The bibliography is excellent, and the table of cases complete.

The book is extremely well documented, not less than 10 per cent of the average page being devoted to footnotes. The time has come, I think, to rebel against this variety of academic aphthous fever. Take pages 386 and 387, which I have opened at random. The page opens with the statement that the separation of state and local sources of revenue removes the incentive for competitive county under-evaluation. There is a footnote to prove this referring to Hunter, op. cit., pp. 269-272, which is, by the way, the 1921 and not the 1926 edition. The next sentence says, "The principal sources of state revenue are taxes on banks, insurance companies, public service corporations, inheritances, and incomes." This is proved by reference to Newcomer, 76 Columbia University Studies (1917), the date of which excuses the statement for the omission of corporation, automobile, and gasoline taxes. Certain state taxes in California, Delaware, Pennsylvania, and Minnesota are next referred to with a footnote to Jensen, op. cit. Next come Ogg and Ray, op. cit., as authority for the statement that six specified states levy little or no direct state tax on general property. This brings us less than half way down the page, and through about half of the space devoted to footnotes as well. On the page facing is the sentence: "Equalization, however, is merely an attempt to right a wrong which has been done, or, as one writer expressed it, it is shutting the barn door after the horse has escaped." In the footnote, the blacksmith of this keen observation is found to be J. M. Mathews, p. 311, to which the reader may refer if interested in pursuing the matter of barn doors.

This whole matter of footnotes needs thinking through. Certain rather obvious rules present themselves, such as:

An original idea, not yet in general circulation, should be credited to the thinker.

Quotations, not generally known, should be specifically tagged.

Citation of authority should be given for a fact statement, if the fact is not common knowledge, if the source is not obvious, or if the statement is controversial, especially if the author is not qualified to make the statement on his own responsibility.

When judicial decisions are referred to, the citation should be given unless the law is well known, but without listing all of the cases in point which can be located in any digest.

A by-path of fruitful thought may occasionally be suggested in a footnote, though this is generally a sign of afterthought and lazy writing. If a statement is part of the thought, it belongs with it, not at the bottom of the page.

Secondary sources should not be noted unless the author cited has rediscovered lost materials or occupies so outstanding a position that his statement of a fact is in itself a new fact.

Of course these guiding rules and others which will suggest themselves, do not apply in all cases. A legal treatise, a brief, a dissertation by a fledgling, or a polemic may demand different codes. But in books for students and books for the public we must remember that writing does not travel on its footnotes, but stumbles over them.

LUTHER GULICK
*National Institute of Public Administration*

## Unemployment—Twenty Years After

UNEMPLOYMENT: A PROBLEM OF INDUSTRY, *by Sir William Beveridge. Longmans, Green. 514 pp. Price $7.50 postpaid of The Survey.*

AFTER four printings since its original publication in 1909, this "bible" on unemployment is again made available through a 1930 edition. The original text, withstanding the test of more than twenty years' experience, like the stroke of genius which it was, is again reprinted as Part I with later figures in a supplement. Part II has been added, explaining "how the theory of unemployment deduced from facts known in 1909 has stood the test of experience and what has happened to policies based on that theory." Dr. Beveridge disclaims any attempt to write a comprehensive treatise or to discuss the international aspects of unemployment—only with the situation in England. Nevertheless, no student in any country has progressed far until he has read and reread this masterpiece. No statesman in a country such as the United States, faced with the necessities of public charity during unemployment periods, can intelligently consider the proposals which are being advanced for organized systems of relief, without an understanding of the theories here set forth.

To undertake in the space allotted for this review an exposition of the theories and facts set forth would inevitably result in a distorted picture. The need of economic balance has an important place in any solution. Fluidity of wages and labor supply make for flexibility in readjustments. The organization of the labor market through an adequate system of employment exchanges is a sine qua non to any effective control of unemployment. The problem is one of adjusting production to standards of living or vice versa. "The problem of unemployment," the author emphasizes, "is insoluble by any mere expenditure of public money. It represents not a want to be satisfied but a disease to be eradicated. It needs not money so much as thought and organization."

GLENN A. BOWERS
*Industrial Relations Counselors, Inc., New York City*

## Medicine for King Cotton

KING COTTON IS SICK, *by Claudius T. Murchison. University of N. C. Press. 190 pp. Price $2.00 postpaid of The Survey.*

MANAGEMENT PROBLEMS, *with special reference to the Textile Industry, edited by G. T. Schwenning. University of N. C. Press. 266 pp. Price $2.00 postpaid of The Survey.*

THE University of North Carolina, where Dr. Murchison and Dr. Schwenning are professors, is contributing more than any other agency to our understanding of the industrialization of the South, and in this work the Press is much more than a mere printery, for it has ideas and taste. The University has heeded the admonition, "Brighten the corner where you are!" and it turns out to be a corner in which the whole world is interested.

Professor Murchison's book stirs particular enthusiasm. It represents a stage of maturity in the inquiry into conditions in the cotton manufacture, both North and South. Heretofore knowledge of technical organization problems in the industry slumbered in the bosoms of mill executives, or here and there received partial and incomprehensible expression in trade journals. Professor Murchison has taken the industry apart, from cotton field to cloth counter, and shown us how it fits together.

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I had better said how it does not fit together, for the burden of his song is that the industry suffers from disjointure, maladjustment, guesswork, and frenzy from top to bottom. Specialization has outrun integration, and so the author urges reform through vertical amalgamations, these to be built about the distributive functions. This wise expedient has been tried in the past, notably in the instance of the celebrated "plaid trust;" it is probable that the legal difficulties, and individualism of small mills too, which stood in the way of that undertaking will not prevail in the present. This book is a solid and exceedingly useful performance.

The papers brought together and edited by Professor Schwenning were delivered before the University of North Carolina Student Branch of the Taylor Society; they vary in value and in applicability to the industrial situation of the South. The contribution of Henry P. Kendall is particularly pertinent; its insight stands in contrast to the sense of helplessness conveyed by Bernard M. Cone. BROADUS MITCHELL
*The Johns Hopkins University*

## "Know Thyself"

JEWISH EXPERIENCES IN AMERICA, *edited by Bruno Lasker. The Inquiry. 306 pp. Price $2.00 postpaid of The Survey.*

EVERYONE eases up his day's thinking by the use of the pigeon-hole method, lumping together members of a group though these are actually as many different human beings as their varying social experiences create. Given the pigeon-hole inclination and the fact that one happens to belong to a minority group, it means serenity to get acquainted with the horizons of that situation instead of chafing at its inconveniences. This book on American-Jewish experiences, brought out by an organization composed of Jews and Christians, under the editorship of Bruno Lasker, formerly of The Survey, is a serious effort to get members of the Jewish minority in America to look at themselves and the problems that confront them objectively, and to develop positive as well as negative race attitudes.

The book is addressed to study groups and their leaders; it shows certain study groups in action and gives outlines for discussion. But it offers even the solitary reader ample material: attitude and opinion tests, 130 pages of facts and opinions written by leading American Jews, and a supplementary reading list. The method is clear and logical and should direct discussion to good purpose; the quotations are thought-provoking. (In this reader, however, it provoked one thought unintentionally: only two of the twenty-one authorities quoted displayed humor—a noticeable lapse in leaders who would inculcate objectivity in others.) The book could not fail to be of value to Christians who wish to understand Jews.

FLORENCE LOEB KELLOGG

## Before and Behind

BEFORE AND AFTER PROHIBITION, *by Willard E. Tydings. Macmillan. 131 pp. Price $2.00 postpaid of The Survey.*

SENATOR TYDINGS' book seems to be an honest attempt to state the case against prohibition in a concise and forceful fashion. Insofar as it is chiefly concerned with the breakdown of prohibition it will not carry conviction to those people who are concerned with what prohibition ought to be or even with what in 1920 it was, and not with what happens under a legal and administrative system which is merely called prohibition. Their answer to Senator Tydings is an obvious one: What is required is neither repeal nor modification, but merely the allocation of funds adequate for enforcement.

It is unfortunate that the book is marred by various easily avoidable inaccuracies. Thus Senator Tydings carefully distinguishes the statistics of alcoholic mortality in the registration states of 1910 from those for this area *and* states subsequently admitted, but his graph labelled Deaths From Alcoholism, Registration Area, obviously corresponds with his table, Deaths from Alcoholism, Registration and non-Registration Area. More important perhaps and not entirely ingenuous, is the fact that Senator Tydings supplies his readers with the gross figures and the rate per 100,000 for deaths from alcoholism (which continue to show a sharp rise) and the gross figures but *not* the rate per 100,000 for deaths from cirrhosis of the liver, which rate shows recently no such rise. We cannot accept the statement, so lightly made, that the trend of the figures "follows so closely that of the deaths from alcoholism . . . that the same conclusions can be applied to them." It is a pity that Senator Tydings should lapse in this way since the book is an able one and the argument is backed by forcible citations of facts. Senator Tydings assigns a hypothetical figure for beer consumption considerably in excess of that given by the research director of the Association Against the Eighteenth Amendment, but perhaps the only conclusion to be drawn here is that all such figures are too speculative to have any real value. The figures of juvenile arrests for drunkenness in Washington and of bootleggers' incomes returned for taxation purposes are of a significance which no honest student of the subject would desire to minimize. GEORGE E. G. CATLIN
*London, England*

## Revealing Triplets

STALKERS OF PESTILENCE, *by Wade W. Oliver. Hoeber. 234 pp. Price $3.00 postpaid of The Survey.*
PIONEERS OF PUBLIC HEALTH, *by M. E. M. Walker. Macmillan. 270 pp. Price $4.50 postpaid of The Survey.*
RIDERS OF THE PLAGUES, *by James A. Tobey. Scribner's. 342 pp. Price $3.50 postpaid of The Survey.*

TRIPLETS of the times, offspring of the historical sense and health consciousness, three spokesmen of the triumphs of science express their characters and capacities in contemporary reviews and hindsights of the ideas, personalities, and results of the age-old and eternal struggle of man's adaptation to his physical and biological environments. From scholarship to jazz, the flair for literary research, a traditional loyalty to national heroes, and the haphazard jottings of lecture notes for Rotarian lunch talks, all find their expression in these revealing volumes.

Under his challenging title, Stalkers of Pestilence, Dr. Oliver develops the history of ideas, sketches the leading actors and their roles in the drama of man's mind as it struggles to comprehend, analyze, rationalize, and compensate for or overcome disease. While geological biology teaches that disease antedated man, the chroniclers of our human story would have us believe that wars with their fellows have been the sole occupation of men even to our present day. If we are to survive the charlatans of body and mind who affect us as a scourge from billboard and the daily press, in school and business and government, we must discipline ourselves by knowledge of the causes which have doubled the average length of human life and given us the wealth for which politicians claim the credit. As Theobald Smith says in his foreword, this is a "labor of love rather than a desire to add another volume to the yearly stream." Small, handy, handsome in text and illustration, with accurate, adequate index, this is a workman's product, precious to the scholar and to be wholly trusted by the general as well as the specialist reader.

MR. WALKER'S book is a delightful variant of the modern Baedeker, a sanitarian's guide to the demigods of public health whose names give distinction and decoration to the façade of the London School of Hygiene and Tropical Medicine. From Sydenham of 1624 to Leishman of 1926, we have brief, modest, and accurate interpretation and admiration of the twenty-one men picked as the immortals of our present era of public health. Of these, twelve were Englishmen by birth

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and life, and four more of that same inheritance, though American in residence, training, and career. Of the other five—Johann Peter Frank, Pettenkofer, Pasteur, Koch, Laveran—the first-named is less well known than any to American readers and it is a delight to find such generous recognition given to the author of A Complete System of Police Medicine (1779-1817), that compendious treatise on administrative practice which in many respects is still ahead of the times. For the rest, it is a good recital of accepted life records, stripped of the hocus-pocus of propaganda and free from unbalanced claims or superlatives; a good reference book for lay collegians who wish to be verbally familiar with notables.

THEN we come to the Riders of the Plagues by Tobey, a sort of public-health "blues." The bibliography given is a convenient list for reading in a popular health course and can with good reason be recommended to nurses, social workers, health, educational, and publicity agents of volunteer health associations as both authoritative and attractive. Students will note the failure to mention that great storehouse of experience with wide-world disease, Hirsch's Handbook of Historical and Geographic Pathology. This gesture towards popularization of and familiarity with the ancient and recent past of public health is an honest effort, does not pretend to originality, attempts no consistent or consecutive presentation of the history of disease control, and serves its best purpose by tempting the reader to go back to the original sources upon which this text is based. As one passes lightly from the diseases of Moses and behind him to the lady-like epidemics of Queen Victoria's time, in a score of pages, and comes "with the dawn" abruptly upon Pasteur out of fifty pages on "Grecian glory," "famous stinks," "scurvy," "smallpox," and "Lemuel Shattuck," one feels he has happened on the memorandum cards of a lecturer often called upon to entertain business men's lunch clubs, women's guilds, social circles, and even institutes of health, with a lighter hour interpolated among those devoted to the problem of balancing death rates with birth rates.

In dress and language, this contemporary sketch book of some plagues is obviously intended for the steamer chair, the Sunday supplement and the bookcase of the community health center.

HAVEN EMERSON, M.D.

## A Lawyer's Ideal

THE BRAMBLE BUSH. *Some Lectures on Law and Its Study. By K. N. Llewellyn. Tentative printing for the use of students at Columbia University School of Law.* 158 *pp. Price* $2.50 *postpaid of The Survey.*

PROTAGONISTS of the law are more and more turning from the older formal systems of jurisprudence to studies of their own souls in an endeavor to obtain a truer picture of the mistress they serve. The complete juridical scheme of a Holland gives place to an account of the judge's mental struggles in arriving at decision as revealed by a Cardozo. The Bramble Bush carries this development yet further. Here we have a law professor explaining his profession and himself to his students in an endeavor to start them aright on their careers. It is a unique performance. Rarely does one see such a combination of shrewd and canny observation mixed with a strain of pure idealism for the law and all it can mean to modern society. Written in a pungent and forceful style, it is sufficiently disillusioned and impressed with the student's point of view to seem fresh and unhackneyed; yet at the same time there is enough of solid preachment in it to make the ordinary bar leader's orations on professional ethics seem sterile indeed.

The first lectures begin in expected form with some account of the nature of law and how to study cases. Soon we find, however, a new approach to the use of judicial precedents, one which takes account not only of the lawyer's usual task of distinguishing away the unwelcome case, but also of the even more important use of the welcome precedent as a springboard to jump to the desired conclusion. Then follows a discussion of logic in the law which is of interest to judges and teachers as well as students. Finally we have chapters on "law and civilization," "beyond bread and butter," and "before sunrise"—as fine pleas for the idealism which should motivate the lawyer as can be found anywhere. Some of the material is pretty stiff medicine for beginning law students. All of it is highly individualistic and reflects the author, his thinking, and his manner of presentation of his materials, most adequately. The law student should come back to it again and again, for its unusual value will appeal to him the more as he grows in understanding of his profession.

CHARLES E. CLARK

*School of Law, Yale University*

## Economics and Social Work

THE CONTRIBUTION OF ECONOMICS TO SOCIAL WORK, *by Amy Hewes. Columbia Univ. Press.* 130 *pp. Price* $2.00 *postpaid of The Survey.*

THE Forbes Lectureship was established in the New York School of Social Work "to draw upon the specialized fields of the social sciences in such a way as to add to the skill of the social worker." Dr. Hewes' six lectures given for this purpose are now published under the title, The Contribution of Economics to Social Work. Changes in economic concepts and the accompanying shifts in the goals of the social worker are discussed. Miss Richmond, in Social Diagnosis, spoke of "the need of liberating the power of self-help within people themselves" and "the part personal service may play in this task." Dr. Hewes, in quoting Miss Richmond, points out that social workers should realize how trade-union organizations, social legislation and effective law administration have become increasingly practical channels for achieving self-help and social security. She grants that as practitioners the social workers must limit their sphere of activity to one phase of complex social problems, but urges that they assume more professional responsibility for making public conditions which are unsatisfactory and for reporting on the effectiveness or failure of agencies set up to improve them.

Dr. Hewes does not say the social worker is more interested in the emotional than in the economic adjustment of his client, but one suspects her concern. Such studies as hers will go far toward preventing an under-emphasis of the economic factors in social work. Here is not a back-fire to the "psychiatric approach" but a real step forward in the development of a method for the "economic approach" in the practice of social work.

CHARLOTTE E. CARR

*Industrial Consultant,*
*New York Charity Organization Society*

## Present Day Rural Communities

RURAL MUNICIPALITIES, *by Theodore B. Manny. Century.* 343 *pp. Price* $2.00 *postpaid of The Survey.*

THIS somewhat unprepossessing little volume attacks the problem of rural social and political organization courageously, but not comprehensively. The book is too short, and there is in it none of that charm of the countryside and the village—a lack in nearly every such book published in this country. However, it is entirely credible that no one can dramatize contemporary American rural life until many patient inquirers have followed the Dr. Manny trail; he ought to be encouraged to proceed with his researches on a vaster scale.

Dr. Manny has undoubted competence for this work, and here he has drawn upon his personal investigations and observations, upon a questionnaire circulated among farmers, officials, sociologists and political scientists, and upon a well-selected list of writings. After tracing the origins of our diverse systems of rural organization, he concludes with workable suggestions.

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His summary follows the trend of contemporary doctrine in the field of urban and national political reorganization; his contribution is the "rural municipality."

The plan proposed by Dr. Manny is incorporated in a model law, which might be varied as local needs require, based partly on the North Carolina law and partly on one worked out by himself and others at the University of Wisconsin. Some idea of it may be gained from the following "principles" which are fully explained in his book: flexible areas, abandoning the artificial township; a "maximum amount of direct personal participation" in local affairs by citizens; "local self-determination," involving a reorganization of taxation systems on the basis of both "benefits derived" and "ability to pay," with zoned taxation; and finally, state supervision by a bureau of municipal service. What of the county? Dr. Manny inclines to the view that its functions should be reduced to its original one of mere administrative unit for state activities.

Disintegration of rural life is sapping the strength of the nation while we spend most of our time and effort on urban and national problems, though the agricultural colleges have done nobly. The reviewer hopes that Dr. Manny's little volume will awaken new interest and that we shall have before long more studies of rural leadership, attitudes, and economy.

*New York University* ROY V. PEEL

## Swatting Human Nature

FADS, FRAUDS, AND PHYSICIANS, *by T. Swann Harding. Lincoln MacVeagh. 409 pp. Price $3.50 postpaid of The Survey.*

HERE is a book—I quote from the jacket—which "aims to put the layman wise to what goes on under cover of medical ethics." The author "disavows all intention of harming anything that is not itself harmful" and states that "he has written the book with the sole desire of bettering the atrocious conditions which it describes." One finds on reading the book that what he reveals and reviles is human nature. He is not the first to discover that men engaged in the practice of medicine are human beings with all of the defects inherent in human nature.

There are all kinds of men in the medical profession, good men and scoundrels; so are there in religion and law. There always have been and always will be. It is no reflection upon a profession that its members are merely human beings. Nevertheless men in all ages have reviled human nature by reviling the systems under which it is manifest; it seems to be one of the characteristics of human nature to do so. Needless to say human nature has remained unchanged and will continue to remain so.

Most revilers of human nature rail against it as it is manifest in some field of endeavor other than their own, and consequently one concerning which their knowledge is slight. The author of Fads, Frauds and Physicians is not a physician but is, we are told, "a statistical worker in the field of biology and allied subjects." Being human and not a statistician, I am tempted to demonstrate these two facts by railing at statisticians. The author has gorged himself on ill-assorted facts culled from current literature. He is suffering from indigestion and has a stomachache. He spreads the same fare before his readers under such chapter headings as How Scientific are Our Doctors, Are Physicians Humane to Their Patients, Do Doctors often Err, Getting Your Money's Worth of Doctoring.

The book will do no harm to the physician; it will do no good to the patient. It serves merely to demonstrate the fact, already fully established in the minds of everyone except the young and gullable, that the physician, the public, and the author are all human beings with all of the petty defects inherent in human nature. HOWARD W. HAGGARD, M.D.

*Yale University*

## RUN OF THE SHELVES
### A DESCRIPTIVE LIST OF THE NEW BOOKS

AN INTRODUCTORY STUDY OF THE FAMILY, *by Edgar Schmiedeler. Century. 375 pp. Price $2.50 postpaid of The Survey.*

ONE OF the Century Catholic College Texts edited by John A. Lapp. The author's main purpose is "to encourage the study of the family through the medium of the school" for "even the Catholic family, although left relatively untouched by divorce, has suffered much in recent decades. . . . The great iron economic forces of our machine age have, on the one hand, been lined up against it and, on the other, the pagan ideals of the day have threatened if not actually weakened it."

A PICTURE OF WORLD ECONOMIC CONDITIONS IN THE EARLY FALL OF 1930. *National Industrial Conference Board. 249 pp. Price $2.50 postpaid of The Survey.*

THE CONFERENCE BOARD'S semi-annual birds'-eye view (the fifth) has added interest as background of this bleak winter.

THEORY AND PRACTICE OF GROUP WORK, *by Joseph C. McCaskill. Association Press. 161 pp. Price $1.50 postpaid of The Survey.*

A BOOK "based on the fundamental assumption that there should be an approach toward unity in the individual's leisure-time program and that his group contacts have a sanctity about them comparable to that of family life."

TWENTY-FOUR VIEWS OF MARRIAGE, *edited by Clarence A. Spaulding. Macmillan. 452 pp. Price $2.50 postpaid of The Survey.*

BRIEF CHAPTERS reprinted from many sources, brought together for the Presbyterian General Assembly's Commission on Marriage, Divorce, and Remarriage. The editor faces "two fundamental views of marriage: Christian and pagan" and he states that "there is unanimous agreement both inside and outside the church on one point. Christianity has failed to reproduce in the present generation the Christian marriage ideal." His contributors range bravely from Maude Royden to Ben B. Lindsey. The bibliography includes the special issue of The Survey, The Indestructible Family, published December 1, 1927.

THE SOCIALIZATION OF MEDICINE, *compiled by Edith M. Phelps. Wilson. 190 pp. Price 90 cents postpaid of The Survey.*

FOLLOWS the usual successful formula of the Wilson Reference Shelf volumes in quoting articles, books, and reports pro and con. The full bibliography includes many Survey references ranging from an article by Sir Arthur Newsholme in January 1920, to the special number on How Shall the Doctor be Paid? of January 1930.

INDUSTRIAL EVOLUTION, *by Norman S. B. Gras. Harvard. 251 pp. Price $2.50 postpaid of The Survey.*

THE WHOLE pageant of industry from usufacture (delightful word) to Ford, and with pictures from a blacksmith shop on a vase of 500 B.C. to the gigantic machines of modern mass production. A well-written source book for students and general readers.

THE STORY OF A SURGEON, *by Sir John Bland-Sutton. Houghton Mifflin. 204 pp. Price $3.50 postpaid of The Survey.*

THE REMINISCENCES of a man who combined eminence in surgery with interest in a great many other things and people.

THE CONQUEST OF LIFE, *by Theodore Koppanyi. Appleton. 256 pp. Price $2.00 postpaid of The Survey.*

A LAY-READER history of the mechanics of human life, in sickness and health, from Aristotle to glands.

THE CHALLENGE OF THE FORUM, *by Reuben L. Lurie. Badger. 205 pp. Price $2.50 postpaid of The Survey.*

THE HISTORY and methods of the famous Ford Forum in Boston.

CAMPS AND THEIR MODERN ADMINISTRATION, *by Hazel K. Allen. Womans Press. 117 pp. Price $1.75 postpaid of The Survey.*

EVERYTHING about organized camps for young people. Even the forms for record-keeping.

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# GOSSIP: of People and Things

## Theme Song

YEARS from now, predicts Owen R. Lovejoy, when we look back on the depression of 1930-31, a great poet will arise who will write the theme poem about it. It will be called The Wreck of the Prosperous.

## When Beast Meets Beast

HENRIETTE HART, executive secretary of the New Jersey Birth Control League, is responsible for this yarn. Not that it has anything to do with birth control.

An unemployed man found a job in a circus at $5 a day. He impersonated the crocodile, wearing the crocodile's horny hide, waving his tail and snapping his jaws, to the delight of a crowd of cheering children. But in leaving his platform, he mistook the exit and wandered into the cage of a ferocious lion. Believing, with Marshall Foch, that the best defense is an attack, he opened his jaws and started at the King of Beasts. It was good tactics; the lion retreated, trembling, and cried out, "Hey, fella, do you think you are the only guy making $5 a day?"

## At the National Conference

UNEMPLOYMENT will be a part of each day's program at the National Conference of Social Work, meeting in Minneapolis June 14-20. Although most of the papers and discussions are part of the program of Division V on Economic and Industrial Problems, the subject will be discussed also by divisions on the Family, the Immigrant, Neighborhood and Community Life, Organization of Social Forces, and Public Officials and Administration. There will also be a session on the Church and Unemployment, under the auspices of the Church Conference on Social Work of the Federal Council of Churches.

## Making the Most of Relief

ONE of the handicaps of social workers during this unemployment emergency is the effort of its well-meaning friends—citizens who believe that the way out is through soup kitchens. (We heard of a soup kitchen in a mid-western city about which a local wit remarked, "It has only one shortcoming—not enough parking space.") And motion picture theater managers who want to do something for the poor kiddies—and incidentally something for themselves.

The Motion Picture News tells of a Chicago theater which announced that food would be acceptable in lieu of admission tickets. Patrons were requested to leave at the box office names and addresses of needy persons, to whom the management would ditribute the food. No investigation (presumably), no record-taking, no plan to place food and list of names in the hands of a social agency. But the film asking for the names of people in need was inadvertantly omitted and the manager had to call upon the Salvation Army to remove and distribute the huge mound of foodstuffs which blocked the foyer.

In Harrisburg, Pa., on the other hand, when Tom Sawyer, the motion picture, came to town, the management of the theater invited all the children to see it. Instead of buying tickets, the Harrisburg Welfare News reports, admission was procured by toys, several hundred of which were later turned over to the Toy Mission of the Christmas Cheer Committee.

## Boy Scout Reorganization

UNDER a new plan of administrative organization, the national activities of the Boy Scouts of America will center in four divisions: operations, personnel, program and business. Arthur A. Schuck has been appointed director of the Division of Operations and Harold F. Pate, director of the Personnel Division. The four divisions, together with the chief scout executive and his deputy, will constitute a coordinating committee. George W. Ehler, formerly head of the Registration and Troop Service Department, has been appointed assistant to Chief Scout Executive James E. West.

## Junior League Service

VOLUNTEER service in social work will be actively promoted this year by the Association of Junior Leagues of America among its 114 member leagues, according to The Compass. Katharine G. Rogers, formerly on the staff of the New York Charity Organization Society and a member of the American Association of Social Workers, will organize this service as field secretary of the Junior League.

## The Business of Public Welfare

"WE cannot reduce the burden of public charities and corrections by running dilapidated institutions, hiring cheap help, using obsolete equipment and grumbling about costs, a fact that is now coming to be recognized by various states and cities," writes Leroy A. Halbert in an article entitled How Shall We Run Our State Institutions. He points out the economy of liberal expenditures for educating and training inmates of state institutions and for the industries—shoe-making, printing, weaving and so forth. "A few years of expensive care and training which makes a person self-supporting may cost less than the support of a chronic failure or delinquent for life on a cheap basis." This article appears in about forty Chamber of Commerce magazines issued in syndicate from Kansas City. Mr. Halbert used to be executive of the Council of Social Agencies and is now director of state institutions of Rhode Island.

## Survey Service

ANOTHER reason has been found why more people should subscribe to The Survey. Ensign Chester R. Brown of Dayton reports that in the reclamation shops of the Salvation Army, The Survey bales exceptionally well.

## Institution Head Appointed

WHEN Governor Pinchot announced in his campaign that he would give Pennsylvania a business administration it naturally followed that he would have business men of experience in his cabinet. John L. Hanna, of Franklin, Pa., the newly appointed secretary of welfare, succeeding Mrs. E. S. H. McCanby, has shown skill in the business field. He has a deep interest in welfare matters and for the last few years has been a trustee of the Polk State School for the Feebleminded and president of the board. In announcing Mr. Hanna's appointment, Governor Pinchot said:

> It was under Mr. Hanna as president of the board that the great state institution at Polk was pulled out of a very deep hole and made into one of the best state institutions in Pennsylvania. Mr. Hanna brings experience to the matters he will handle as secretary of welfare and in addition great business capacity.

## Pegasus

OF all hobbies, Paul S. Bliss, publicity director of the St. Louis Community Fund, rides one of the most satisfying—writing verse. The little volume which he sent to his friends this year is called Rough Edges and All. It is illustrated with pen sketches by Harold J. Matthews, formerly secretary of the Missouri Conference of Social Work. Appended to each poem is a footnote giving a clue to the inspiration or jotting a bit of philosophy.

## Here and There

HOW THE American Nurses Association grew from a score of women to a membership of 86,000 is told in the January issue of the American Journal of Nursing. Next autumn the A.N.A. will be thirty-five years old. In celebration, a membership campaign is under way to culminate on September 2.

THE SIGHT-SAVING REVIEW, a quarterly magazine published by the National Society for the Prevention of Blindness, made its appearance this month. "It is designed," states Lewis H. Carris, editor and managing director of the N.S.P.B., "to meet the needs of state and local prevention-of-blindness workers, educators, illuminating engineers, school physicians, and nurses, sight-saving-class teachers and supervisors, ophthalmologists and anyone interested in the sociological phases of saving sight." Isobel Janowich is managing editor and the editorial board includes Mary Beard, R.N., Dr. A. J. Chesley, Dr. William F. Snow and Dr. Thomas D. Wood.

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ST. LOUIS has been selected as one of the cities in which the federal government will demonstrate the value of vocational rehabilitation. The St. Louis Community Fund and the government have each appropriated $5000 to be used by the Red Cross Bureau for Vocational Training and Employment in training physically handicapped persons so that they can regain a normal place in industry.

THE WELFARE COUNCIL of New York, which last year got up a special skeleton directory of agency services for policemen to carry in their notebooks, has now prepared a similar little booklet which informs physicians how to secure services of welfare agencies. A committee from the medical societies supplied the list of social problems which doctors commonly encounter. Under each of these problems, the booklet names a responsible agency or two, qualified to deal with it. — Bulletin of the Social Work Publicity Council.

A CENSUS of Public Health Nursing is being undertaken by the National Organization for Public Health Nursing. It will attempt to show whether the number of public-health nurses has increased (since the former census in 1923) in proportion to the population, whether public health nursing services have developed in rural sections, and to what extent public health nursing support has shifted from private to public sources.

WHAT SIZE PAMPHLET? In its issue of January 5, 1931 (p. 31) Better Times publishes a useful table showing the standard sizes of paper and the page sizes of booklets or mailing pieces which may be cut from the paper stock with the least waste.

ILLINOIS CONFERENCE on Public Welfare has elected officers for 1931 as follows: president, Mary E. Murphy, Chicago; vice-presidents, Joseph L. Moss, Sophonisba P. Breckinridge, Chicago, and Mary L. Silvis, Springfield; executive secretary, Frank Z. Glick, 203 N. Wabash Ave., Chicago.

A HEALTH COUNCIL is being formed by the Council of Social Agencies of Providence, R. I., to make effective as far as practicable the recommendations of the recent Providence Health Survey.

A COURSE of Eleven Lectures has been arranged by the Committee on Cardiac Clinics of New York Tuberculosis and Health Association dealing with Heart Disease and its Medical and Social Treatment. The lectures will be given on Thursdays at 4 P. M. at 99 Park Ave., New York City, by Doctors A. C. De Graff, Clarence de la Chapelle, Currier McEwen, Lucy Sutton, Edwin Maynard, Jr., Alfred Cohn, Harold Pardee, Irving Roth and John Wyckoff. Lectures on social treatment will be given by Mary Taylor of the Medical Center and Elsa Butler Grove of Teachers' College. The course is of interest to cardiac social workers, public health nurses, doctors and social workers. Further information from Mrs. K. Z. Whipple, secretary of health education, New York Tuberculosis and Health Association, 244 Madison Avenue, New York City.

MARY G. BUBSER, social worker of the French Hospital, New York City, has been decorated by the French government with the Palme Academique for service to France.

DR. GEORGE C. MINARD of New York University has been engaged by the Children's Village, Dobbs Ferry, N. Y., in an advisory capacity for their educational department. Dean John W. Withers of the School of Education, who made an educational survey of the Village, has been elected to the board of directors. The Commonwealth Fund has appropriated $22,000 toward this new program of education in the field of the problem child.

ANNE ROLLER, known to Survey friends the country over as a maker of Survey speeches and a passer of Survey subscription cards, has become Mrs. C. H. Issler. She will live in Berkeley, California, and will represent The Survey on the Pacific Coast.

THE THOMAS W. SALMON Memorial Fund has selected Dr. Adolph Meyer to deliver the first of the series of lectures provided by the Fund. The series of lectures is to be given annually at the New York Academy of Medicine.

JOSEPH F. FISHMAN, author of Crucible of Crime, has been appointed Deputy Commissioner of Correction, New York City. Mr. Fishman has been Inspector of Prisons for the federal government and Assistant Consultant in Delinquency and Penology of the Russel Sage Foundation.

EUGENE T. LIES has begun a two-year study of the schools of the United States in relation to the problem of recreation. This study will be financed by the National Recreation Association and will have the endorsement of the National Education Association. Mr. Lies' headquarters will be at the national office of the N.R.A.

## Bulletin Board

AMERICAN ORTHOPSYCHIATRIC ASSOCIATION: Hotel Pennsylvania, New York; February 20-21, 1931. Secretary-treasurer, George S. Stevenson, M.D., 370 Seventh Ave., New York.

NATIONAL EDUCATION ASSOCIATION: Department of Superintendence, Detroit,, Mich.; February 22-26, 1931. Business Manager, H. A. Allan, 1201 Sixteenth St., N.W., Washington, D. C.

PENNSYLVANIA CONFERENCE ON SOCIAL WORK: Reading, Pa.; February 25-28, 1931. Executive secretary, W. A. Waldkoenig, 1305 Fulton Bldg., Pittsburgh, Pa.

PROGRESSIVE EDUCATION ASSOCIATION: Book-Cadillac Hotel, Detroit; February 26-28, 1931. Executive secretary, J. Milnor Dorey, 10 Jackson Place, Washington, D. C.

CHILD WELFARE LEAGUE OF AMERICA: Ohio Valley Regional Meeting, Brown Hotel, Louisville, Ky.; February 26-28, 1931. Executive director, C. C. Carstens, 130 E. 22d St., New York.

GEORGIA STATE CONFERENCE ON SOCIAL WORK: Athens, Ga.; March 4-6, 1931. Executive secretary, Mrs. Elabel Davidson, 53½ Baker St., N.W., Atlanta, Ga.

FLORIDA STATE CONFERENCE OF SOCIAL WORK: Tampa, Fla.; March 23-26, 1931. Executive secretary, Mrs. C. J. Jackson, 1401 Bayshore Boulevard, Tampa, Fla.

AMERICAN NURSES' ASSOCIATION: Middle Atlantic Division, Lord Baltimore Hotel, Baltimore, Maryland; April 9-10, 1931.

INTERNATIONAL SOCIETY FOR CRIPPLED CHILDREN: Cleveland, Ohio; April 13-15, 1931. Executive secretary, Harry Howett, Elyria, Ohio.

AMERICAN RED CROSS: National Convention, Washington, D. C.; April 13-16, 1931. Chairman of National Committee on Convention, James L. Fieser, Washington, D. C.

WORLD CONFERENCE ON WORK FOR THE BLIND: New York City; April 13-19, 1931. Chairman of the Organizing Committee, Robert B. Irwin, 480 Lexington Ave., New York City.

CHILD WELFARE LEAGUE OF AMERICA: New England Regional Conference, Providence, R. I.; April 15-16, 1931. Executive director, C. C. Carstens, 130 E. 22 St., New York.

AMERICAN NURSES' ASSOCIATION: New England Division, Portland, Maine; April 23-25, 1931.

TEXAS CONFERENCE OF SOCIAL WELFARE: Dallas, Texas; April 23-25, 1931. Secretary, Mrs. Cora R. Goodwin, 4 French Court, San Antonio, Texas.

TENNESSEE STATE CONFERENCE OF SOCIAL WORK: Nashville, Tenn.; April 1931. Secretary, W. C. Headrick, State Dept. of Institutions, Nashville, Tenn.

NEW JERSEY STATE NURSES ASSOCIATION: Newark, N. J.; April 1931. Executive secretary, Arabella R. Creech, 42 Bleecker St., Newark, N. J.

AMERICAN ASSOCIATION OF UNIVERSITY WOMEN: Boston, Mass.; April 1931.

NORTH CAROLINA STATE CONFERENCE FOR SOCIAL SERVICE: Goldsboro, N. C.; April 1931. Executive secretary, Harriet L. Herring, Institute for Research in Social Science, Chapel Hill, N. C.

ALABAMA STATE CONFERENCE OF SOCIAL WORK: Sheffield, Ala.; April 1931. Executive secretary, S. L. Peavy, Alexander City, Ala.

NATIONAL TUBERCULOSIS ASSOCIATION: Annual meeting, Syracuse, N. Y.; May 11-14, 1931. Dr. Philip P. Jacobs, 370 Seventh Ave., New York City.

SOUTHERN TUBERCULOSIS CONFERENCE: Atlanta, Ga.; May 1931. Executive secretary, J. P. Kranz, Tennessee Tuberculosis Association, Chamber of Commerce Bldg., Nashville, Tenn.

AMERICAN FEDERATION OF ORGANIZATIONS FOR THE HARD OF HEARING, INC.: Twelfth Annual Meeting, Chicago, Ill.; June 1-4, 1931. Executive secretary, Betty C. Wright, 1537 Thirty-fifth St., N. W., Washington, D. C.

INTERNATIONAL FEDERATION FOR HOUSING AND TOWN PLANNING: Joint Meeting with the International Housing Association, Berlin, Germany; June 1-5, 1931. Organizing secretary, H. Chapman, 25 Bedford Row, London, W.C.I., England.

INTERNATIONAL HOUSING ASSOCIATION: Berlin, Germany; June 1-5, 1931. General secretary, Dr. Hans Kampffmeyer, Hansa Allee 27, Frankfurt am Main, Germany.

PSYCHIATRIC ASSOCIATION: Toronto, Canada; June 1-5, 1931.

NATIONAL CONFERENCE OF SOCIAL WORK AND ASSOCIATE GROUPS: Minneapolis, Minn.; June 14-20, 1931. General secretary, Howard R. Knight, 277 E. Long St., Columbus, Ohio.

AMERICAN HOME ECONOMICS ASSOCIATION: Book-Cadillac Hotel, Detroit, Mich.: June 22-27, 1931. Chairman Exhibit Committee, Keturah E. Baldwin, 101 E. 20 St., Baltimore, Md.

AMERICAN NURSES' ASSOCIATION: Mid-West Division, Des Moines, Iowa; Oct. 5-7, 1931.

ADMINISTRATOR'S GUIDE

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## DROUGHT AND THE RED CROSS

(*Continued from page* 538)

focuses on loans for "work stock." Thus sheep, cattle, hogs, poultry are by the rulings excluded, and feed for these animals which would mean food for humans—mean mutton, milk, ham and eggs—was added to the load of the Red Cross. And a succession of bank failures throughout the Southwest had further crippled the local resources to be counted upon.

It is at once the weakness and strength of such a decentralized organization that the whole is often judged by either the excellences or the mistakes of its far-flung units. The pressure from headquarters has been not only to counsel against loose spending by some units, but to lift the standards of others. The press dispatches from England, Arkansas, may have mixed the five hundred families being cared for with the number which clamored for relief; the incident unfairly represented the work of the organization, but as Will Rogers put it, "Paul Revere just woke up Concord. These birds woke up America." And perhaps more than Mr. Rogers himself, ex-President Coolidge, Amos and Andy, and the other cast of characters the Red Cross swung into line, they gave a shove to action all up and down Pennsylvania Avenue.

AS invariably happens—when the Red Cross unlimbers a drive for emergency relief, it was subject to the cross fire that it was concealing and hoarding huge funds "in the face of human misery almost impossible to picture." This time the attack came from Mercer G. Johnson, director of the People's Legislative Service, who charged that the Red Cross was holding back "$38,000,000 now available for disaster while it disclaims responsibility for feeding America's 5,000,000 jobless and helps block direct congressional relief." And in the Senate debate on January 14, Senator Thomas of Oklahoma read into record a list of securities totaling $28,480,665 from the report for June 30, 1930, of Ogden L. Mills, A.R.C. treasurer.

Vice-chairman James K. McClintock gave me a condensed balance sheet for November 30, 1930 (see page 537) which shows a total for all purposes, including endowment, of $25,879,000. It would seem that outside of its five million endowment and its committed funds, and in addition to the five million disaster reserve which it appropriated last fall to drought relief, the Red Cross could throw in its five million general reserve and perhaps an equal amount from its general funds, recouping the latter from its current roll call. But such a course would strip the organization, jeopardizing its going work and give it shaky footing in facing any new emergency. At the close of the War the Red Cross had unexpended reserves of fifty millions; these it has eaten into; but a long-headed common-sense defense can be made of its stewardship in conserving some cushion. It was unfortunate that Chairman Payne did not place the five million disaster reserve, a revolving fund, enabling it to swing into any emergency without delay, against the whole structure of Red Cross finance in his testimony before the Senate Appropriations Committee. It is only by reiterated and all-round candor that misconceptions on this point can be avoided.

But on another side, the situation confronted by the Red Cross was in no sense ordinary. If there is such a thing as a normal disaster or a disaster in normal times, the rest of the country can be counted upon to come forward with help. Such was not the case this winter. There was not the customary swift mustering of quotas. None the less by January 31, the Red Cross had raised half its ten millions or as much as its original disaster reserve.

MEANWHILE the Senate leaders who had yielded to the forty-five million compromise on the drought credit bill, and had lost out in the eleventh-hour effort to add fifteen millions specifically for food relief, had returned to the attack from another quarter. On January 14, the day that the Senate receded on the credit measure and by a viva voce vote adopted the conference report, Senator Robinson served notice of his intention to attach a rider to one of the departmental appropriation bills, which would turn over twenty-five millions to the Red Cross, singling it out as a non-partisan, non-political channel down which federal funds might be sent to the easement of human discomfiture.

For the insurgent elements in the Senate had by no means taken their defeat lying down. "Wouldn't it be a glorious Christmas present to give a man money to buy food for his horse and hogs," Senator Heflin had asked, "and refuse it to him?" "The best way to feed the unemployed would be to move them to China and Russia," argued Senator Barkley, referring to the federal grants which in earlier years Mr. Hoover had sponsored overseas. "Why is not money loaned to feed a mule a dole," asked Senator Connolly, "just as much as money loaned to feed women and children?" And Senator Caraway, noting that the U. S. Treasury had just turned back to the estate of one man more money than the proposed grant to the Red Cross, went on: "In the name of God and in the name of humanity I want to ask, is it possible we have become such a hardened race of people that we, to save a few dollars of taxes, are willing not only to doom a million American people to suffering, to a winter of cold and hunger and rags and scant rations, but to send many of them to their graves and leave others hopeless cripples to struggle with the years to come?"

Back of such flare-ups there was serious lack of conviction in the Senate as to the administration's course in the whole matter and a determination that Congress should not default in getting government aid, one way or another, through to the drought sufferers themselves. As Robinson put it, "The President and the Red Cross did little and would have continued that policy of doing the least possible, had not the Senate taken the initiative and made a drive which has forced both the President and the Red Cross to a partial realization of the danger ahead." And on January 19 the Senate, by a vote of fifty-six to twenty-seven, passed his amendment to the Interior Department bill appropriating $25,000,000 for use by the Red Cross in extending relief to the drought sufferers—and the unemployed. For in deference to Congressman LaGuardia and other champions of city districts, the scope of the fund was broadened. Southern Democrats, whose first concern was relief to the drought sufferers, were thus, by these delays and inhibitions, brought to make common cause with Republican progressives in the Senate who were primarily concerned with constructive measures with respect to unemployment but were rallying to the idea of federal relief to tide over the mounting distress in our industrial centers. At the Senate Hearings, Mr. Payne had made clear that Red Cross funds, whether adequate or inadequate, did not touch unemployment, which was considered outside its scope. Arthur Woods, as chairman of the President's Emergency Employment Committee, had told of stimulating city and state relief committees, but fund raising was not part of his commission. Especially concern was expressed for the plight of workers in one-industry towns and outlying areas who fell between the rural work of the Red Cross and the city work of the chests and emergency funds. In the Presidential camp the move was regarded as the entering wedge of federal outdoor relief, the camel's nose of the "dole," with the bonus payments to war veterans as its haunches. The divergence between the two moves, however, is illustrated by the Scripps-Howard press, Hoover supporters in the 1928 campaign, which has been battling daily against the cash payment on bonus insurance certificates, while championing a rounded program of drought relief, unemployment relief and the long range Wagner unemployment bills.



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THE day before the Senate vote the President announced a committee for the Red Cross drive, under the honorary chairmanship of Mr. Coolidge, and with two Democratic presidential nominees (Mr. Davis and Governor Smith) among the vice-chairmen. Incidentally, in the list of fifty-two sponsors for the drive there was no social worker, although the cause was central to the activities of this new profession. It was like a broadside in an epidemic without an M.D.

In his call for support, the President laid down the gauge of what he designated as the "American way of meeting such a relief problem" "through voluntary effort." "For many years this effort has been concentrated on the Red Cross." He went on:

> It is essential that we should maintain the sound American tradition and a spirit of voluntary aid in such an emergency and should not undermine that spirit which has made our Red Cross the outstanding guardian of our people in time of disaster.

Next day, the day of the passage of the Senate amendment, the Central Council of the Red Cross adopted a statement which read in part:

> In our opinion it is best as a question of public policy that the Red Cross should remain a purely voluntary organization. We believe that the interests of the country and of the Red Cross will best be promoted by continuing to rely on the generosity of the nation and by adhering to the fundamental principles on which this organization was founded.
>
> We consider ourselves charged with the responsibility in the drought area; we are meeting the needs and will continue to do so.
>
> It is realized that the generosity of the American people is being severely taxed to meet the various acute situations which are developing in our industrial centers. The necessities of the case, however, demand serious sacrifice. It is a situation comparable with that existing during the War and we urge the people to recognize this responsibility to the end that this money will be forthcoming from voluntary contributions as it has been in every major disaster in the past.

And when on January 28 Chairman Payne testified before a sub-committee of the House Committee on Appropriations, which was considering the Interior Department bill and the Senate rider, he offered a further resolution of the Central Committee of the Red Cross. This affirmed its ability "adequately to complete the task it has undertaken in the drought-stricken areas," assumed "responsibility for completing said task without public appropriations"—and expressed the sense of the committee that "the Red Cross cannot accept the administration of the funds for general relief purposes as provided for under the terms of the bill."

The Scripps-Howard press later brought out that of the eighteen members of the Red Cross Central Committee, eleven were present when this resolution was adopted and of these five were presidential appointees.

Judge Payne added his own opinion that the Red Cross would be able to cope with the situation even if it should grow to "three times what we have estimated." The Red Cross could easily raise the ten million if "Congress would let us alone" and not "paralyze our efforts." He told of wires from the St. Louis and Kansas City chapters to the effect that they would refund subscriptions if Congress should make an appropriation. In the Central Committee's statement of the 19th, individuals were cited who had been asked to subscribe to the fund but "questioned the necessity of subscribing because of various proposals in Congress to appropriate funds." Unquestionably the Senate's overtures have hampered the Red Cross drive; but that is only part of its hard sledding. It was not till January 14 that Senator Robinson served notice of his amendment; the President's announcement of the drive was on January 10. Lacking preparation, and competing with local appeals for help it got off to a slow start in those few days. From sources outside of the Red Cross I learned that at least two of the leading city chapters which had not been canvassed in advance of the move, (*Continued on page* 575)



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**CHILD WELFARE LEAGUE OF AMERICA**—C. C. Carstens, director, 130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worth-while results in phase of child welfare in which they are interested.

**NATIONAL CHILD LABOR COMMITTEE**—Courtenay Dinwiddie, General Secretary, 331 Fourth Avenue, New York. To improve child labor legislation; to conduct investigation in local communities; to advise on administration; to furnish information. Annual membership, $2, $5, $10, $25 and $100 includes monthly publication, "The American Child."

## Education

**ART EXTENSION SOCIETY, INC.**—The Art Center, 65 East 56th Street, New York City. Purpose,—to extend the interest in, and appreciation of the Fine Arts, especially by means of prints, lantern slides, traveling exhibitions, circulating libraries, etc., etc.

## Foundation

**RUSSELL SAGE FOUNDATION**—For the Improvement of Living Conditions—John M. Glenn, dir.; 130 E. 22nd St., New York. Departments: Charity Organization, Delinquency and Penology, Industrial Studies, Library, Recreation, Remedial Loans, Statistics, Surveys and Exhibits. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

## Home Economics

**AMERICAN HOME ECONOMICS ASSOCIATION**—Alice L. Edwards, executive secretary, 620 Mills Bldg., Washington, D. C. Organized for betterment of conditions in home, school, institution and community. Publihses monthly Journal of Home Economics; office of editor, 620 Mills Bldg., Washington, D. C.; of business manager, 101 East 20th St., Baltimore, Md.

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RATES:—75c a line (actual) for four insertions.

## Health

**AMERICAN BIRTH CONTROL LEAGUE INC.**—Mrs. F. Robertson Jones, President, 152 Madison Ave., New York City. Purpose: To teach the need for birth control to prevent destitution, disease and social deterioration; to amend laws adverse to birth control; to render safe, reliable contraceptive information accessible to all married persons. Annual membership, $2.00 to $500.00. Birth Control Review (monthly), $2.00 per year, voluntary contribution.

**AMERICAN SOCIAL HYGIENE ASSOCIATION**—370 Seventh Ave., New York. To provide a better understanding of the social hygiene movement; to advance sound sex education, to combat prostitution and sex delinquency; to aid public authorities in the campaign against the venereal diseases; to advise in organization of state and local social-hygiene programs. Annual membership dues $2.00 including monthly journal.

**THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC.**—Dr. William H. Welch, honorary president; Dr. Charles P. Emerson, president; Dr. C. M. Hincks, general director; Clifford W. Beers, secretary; 370 Seventh Avenue, New York City. Pamphlets on mental hygiene, child guidance, mental disease, mental defect, psychiatric social work and other related topics. Catalogue of publications sent on request. "Mental Hygiene," quarterly, $3.00 a year; "Mental Hygiene Bulletin," monthly, $1.00 a year.

**NATIONAL HEALTH CIRCLE FOR COLORED PEOPLE, Inc.**—370 Seventh Avenue, New York City. Col. Theodore Roosevelt, Honorary President; Dr. Jesse E. Mooreland, Pres.; Dr. George C. Booth, Treasurer; Miss Belle Davis, Executive Secretary.

To organize public opinion and support for health work among colored people.
To create and stimulate health consciousness and responsibility among the colored people in their own health problems.
To recruit, help educate and place young colored women in public health work.
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**NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING**—370 Seventh Avenue, New York, N. Y. Katharine Tucker, R.N., General Director. Organized to promote public health nursing, establish standards, offer field advisory service, collect statistics and information on current practices. Official monthly magazine: *The Public Health Nurse.*

**NATIONAL SOCIETY FOR THE PREVENTION OF BLINDNESS**—Lewis H. Carris, Managing Director; Mrs. Winifred Hathaway, Associate Director; B. Franklin Rover, M.D., Medical Director; Eleanor P. Brown, Secretary, 370 Seventh Avenue, New York. Studies scientific advances in medical and pedagogical knowledge and disseminates practical information as to ways of preventing blindness and conserving sight. Literature, exhibits, lantern slides, lectures, charts and co-operation in sight-saving projects available on request.

**NATIONAL TUBERCULOSIS ASSOCIATION**—370 Seventh Ave., New York. Dr. Henry Boswell, president; Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. Journal of the Outdoor Life, popular monthly magazine, $2.00 a year; American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

## Religious Organizations

**COUNCIL OF WOMEN FOR HOME MISSIONS**—105 E. 22d St., New York. Composed of the national women's home mission boards of the United States and Canada. Purpose: To unify effort by consultation and cooperation in action and to represent Protestant church women in such national movements as they desire to promote interdenominationally.

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Religious Work for Indian Schools, Helen M. Brickman, Director.
Migrant Work, Edith E. Lowry, Secretary.
Adela J. Ballard, Western Supervisor.
Womens interdenominational groups — state and local—are promoted.

**GIRL'S FRIENDLY SOCIETY OF THE U. S. A.**—386 Fourth Avenue, New York City. A national organization for all girls, sponsored by the Episcopal Church. Provides opportunities for character growth and friendship through a program adapted to local needs. Membership 46,000.

**NATIONAL BOARD OF THE YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS**—Mrs. Robert E. Speer, president; Miss Anna V. Rice, General Secretary; Miss Emma Hirth, Miss Helen A. Davis, Associate Secretaries; 600 Lexington Avenue, New York City. This organization maintains a staff of executive and traveling secretaries for advisory work in the United States in 1,034 local Y.W.C.A.'s on behalf of the industrial, business, student, foreign born, Indian, colored and younger girls. It has 103 American secretaries at work in 16 centers in the Orient, Latin America and Europe.

**NATIONAL COUNCIL OF JEWISH WOMEN**—625 Madison Avenue, New York City. Mrs. Joseph E. Friend, President; Mrs. Estelle M. Sternberger, Executive Secretary. Program covers twelve departments in religious, educational, civic and legislative work, peace and social service. Official publication: "The Jewish Woman."

Department of Service for Foreign Born. For the protection and education of immigrant women and girls. Maintains Bureau of International Service. Quarterly bulletin, "The Immigrant." Mrs. Maurice L. Goldman, Chairman; Cecilia Razovsky, Secretary.

Department of Farm and Rural Work, Mrs. Abraham H. Arons, Chairman; Mrs. Elmer Eckhouse, Secretary. Program of education, recreation, religious instruction and social service work for rural communities.

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## Racial Adjustment

**NATIONAL URBAN LEAGUE**—For social service among Negroes. L. Hollingsworth Wood, pres.; Eugene Kinckle Jones, exec. sec'y; 17 Madison Ave., New York. Establishes committees of white and colored people to work out community problems. Trains Negro socal workers. Publishes "Opportunity"—a "journal of Negro life."



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# DIRECTORY OF SOCIAL AGENCIES

## National Conference

**NATIONAL CONFERENCE OF SOCIAL WORK**— Richard C. Cabot, president, Boston; Howard R. Knight, secretary, 277 E. Long St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The fifty-eighth annual convention of the Conference will be held in Minneapolis, June 14-20, 1931. Proceedings are sent free of charge to all mebers upon payment of a membership fee of five dollars.

## Recreation

**NATIONAL RECREATION ASSOCIATION**— 315 Fourth Ave., New York City; Joseph Lee, president; H. S. Braucher, secretary. To bring to every boy and girl and citizen of America an adequate opportunity for wholesome, happy play and recreation. Playgrounds, community centers, swimming pools, athletics, music, drama, camping, home play, are all means to this end.

## Women's Trade Union

**NATIONAL WOMEN'S TRADE UNION LEAGUE OF AMERICA** — Mrs. Raymond Robins, honorary president; Miss Rose Schneiderman, president; Miss Elisabeth Christman, secretary-treasurer; Machinists Bldg., 9th and Mt. Vernon Place, N. W., Washington, D. C. Stands for self-government in the work shop through trade union organization; and for the enactment of industrial legislation. Official publication, Life and Labor Bulletin. Information given.

(*Continued from page* 573) wired stiff protests because those cities were already overwhelmed by the need for unemployment relief.

The following day, Judge Payne gave out a statement, underscoring that the amendment was a general relief bill and not a drought bill. It would, he contended, embarrass the 360 community chests and other relief agencies. Providing just a fraction over one dollar per person for the 5,700,000 estimated as unemployed, it invited "certain failure and probable disaster." "For these reasons," he said, "the Central Committee after mature consideration felt constrained to refuse the administration of the bill." By a vote of eighteen to eleven the House Appropriations Committee rejected the amendment; and on January 30 the House did likewise, 224 to 90, sending it to conference; and rejecting substitutes to put the fund in the hands of the President. Apparently, no move was made on either hand to save the baby in throwing out the bath—by limiting the appropriation to drought relief.

The Senate Democrats thereupon ended their truce and issued an ultimatum laying down prerequisites "in order to escape what many of us would like to avoid—an extra session." These measures included fifteen million in loans for food in the drought area, twenty-five millions in general relief, five millions (of the original forty-five) to be used as capital stock of agricultural credit cooperatives, the purchase and distribution of twenty million bushels of wheat from the Farm Board, three millions for rural sanitation and the reappropriation of moneys returned under the seed, feed, and fertilizer appropriation of 1930.

SO this clash, between two courses of action with respect to drought relief, which has its counterpart with respect to the enfolding question of unemployment relief, has become a major issue amidst the tensions of the closing weeks of the present congress. What new and expanded forms it will take before March 4 is a matter for speculation. No one can overestimate the stress President Hoover has been under, or the unstinted hours he puts in at his desk—with the congressional elections, an ebullient Senate, the prospect of an extra session, the Wickersham report, the power fight, the drive of the World War veterans, unemployment, the budget undermined and overburdened. Slowly and piecemeal have the elements in his program with respect to drought relief taken shape so that the public could grasp them. The concern of the Southwesterners was altogether natural, and a conservative Republican senator from the north told me that had the original joint bill for $60,000,000 been permitted to go through (everybody knew the distinction between feed and food would not hold, in any event, if a family was up against it) all this coil might have been prevented. With our greatest relief expert in the White House, here was a field where an early and convincing lead would have had the country with him. And only more tragic has been the contrast between the vivid cooperation of Herbert Hoover in action, drawing in every element in the flood area of 1927, and the breakdown this winter in Washington when it came to conserving team-play among the congressional leaders from those very areas, in the face of a similar crisis.

With his dogged belief in our "rugged individualism," the President has naturally recoiled at the prospect that his administration should see wholesale raids on the public treasury. But in his espousal of the "American way" he has tended to confuse things. The contention that historically American reliance has been solely on voluntary contributions, slipped a bit when at the Senate hearings it was brought out that in the Mississippi flood disaster substantial materials and supplies were furnished the Red Cross for which Congress later reimbursed the War Department. In the Midwest tornado of 1925, the State of Illinois made a public grant to the Red Cross, the utilization of which was kept separate however. It handled a similar local grant at the time of the Ohio flood. At the time of the San Francisco fire and earthquake, congress appropriated one million and again a million and a half to relieve suffering; and this was the occasion when Edward T. Divine pioneered disaster relief work for the Red Cross and laid the ground work for its subsequent achievements in this field. Apparently the federal grant to San Francisco did not dry up that development. Nonetheless the Red Cross record since has been consistently one of reliance on volunteer funds. The only question is whether the flexibility which led it to break tradition and engage in drought relief at all this year, might not lead it to go further and prove a rule by breaking it—by accepting federal aid at a time when the need after March 4 is so uncertain and when its normal sources of support are involved in the even wider emergency of unemployment.

"Is the Red Cross holding to the fetish to the extent that it would not accept . . . money from the government?" asked Senator Copeland at the Senate hearing.

"If the Congress of the United States should say that they want the Red Cross to do something, we would do it," answered Chairman Payne. That was early in January.

The contention that the American way is solely that of voluntary contributions slipped further when Senator McKellar read into the Congressional Record on January 15 a list of grants, including not only aid extended to Russia, Italy, China, but for the relief of sufferers from domestic disasters, the list ranging over Missouri, New York, Florida, Virginia, Illinois, the Ohio and Mississippi Valleys; ranging over fires, cyclones, earthquakes, floods, and what not, and reaching back decade by decade to 1803.

The contention slipped further when in the midst of the controversy, Mr. Prosser, who (*Continued on page* 576)



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### *February 1, Representative Tilson*

*(Majority leader in the House)*

*"Once the Red Cross is destroyed, as it must inevitably be by a federal dole, and our local charities paralyzed, as they will be when the federal government takes over responsibility for charitable relief, the appropriations that must follow as a consequence of such a policy would now stagger relief.*

*"We are now at the crossroads so far as our charities are concerned. Straight ahead lies the way in continuation of our course thus far as a nation. This road is lined on both sides with ten thousand charitable agencies maintained by generous givers ready to minister to those in need, while the Red Cross, the big brother of them all, keeps loving watch upon every portion of the way, ready to come to the rescue whenever and wherever the need may develop.*

*"Back of the Red Cross are the hearts of the American people in solid phalanx. This great organization may be appropriately called 'the heart of America.' Shall we stab it to death and make it a cold, lifeless thing by substituting for it a governmental bureau, bound with red tape, administering a federal dole?"*

### *February 2, Senator Borah*

*"So far as the drought regions are concerned, no new principle is presented to the American people....*

*"We are simply proposing to deal with a condition which again and again has been presented to the Congress of the United States—an affliction visited upon our people or upon a foreign people through some cataclysms of nature and in a way which renders it impossible for them to retrieve their condition.*

*"To my mind, it is no less than intellectual dishonesty to speak of the conditions in those States which we are called upon to relieve as a precedent for establishing a dole system. . . .*

*"I am perfectly willing, if a majority of the Senate is willing to do the same thing, to say that not another appropriation bill shall pass this body until the hungry are fed; until the sick are taken care of; until the Government of the United States has met its obligations to its citizens.*

*"To take care of people in twenty-one States, a million and a half people, and five to six million unemployed, with from eight to ten million dollars, is an absurdity. . . . We will either feed these people or we will stay here and tell the American people why we do not feed them."*

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(*Continued from page* 575) had raised the greatest relief fund of the winter, $8,000,000 (see The Job Line by Gertrude Springer, Survey Graphic for February) and representatives of the two leading private charitable organizations of New York City, one of them a member of the Central Committee of the Red Cross, called on Mayor Walker of New York to solicit a grant of ten millions for the furtherance of this work relief on the ground that the voluntary fund would not hold out. Of the unemployment relief given in American cities, this winter, as high as 80 per cent is coming from public sources. As a matter of fact, we have this dual tradition in America, ranging from Detroit, where all relief comes from the municipality, to Cleveland, where practically none does. And the public's bill is likely to get higher rather than lower until by employment reserves or unemployment insurance we shift back onto industry some of the cost of its broken work which is now burying our social agencies.

When it comes to an "act of God," like the drought, clearly, also, there is another and divergent American way—but not necessarily antagonistic. If by doles we mean relief from outside sources rather than mutual aid or self-dependence, help coming from either the Red Cross or the federal treasury would fall into that category; and from the standpoint of a back-county household in the Kentucky hills, the thought that it comes from a government toward which you at least bear the relationship of a citizen may be more palatable than that it comes from a contribution by the X Steel Company, or the Y Bond and Share Corporation or even generous strangers. The issue concerns rather the process of giving on the one hand, and the psychological drag on the other, should great numbers of Americans come to look to Washington for a living. Our experience with pension rolls and pork barrels shows the reality of that danger. And the President would have the saner reaches of the public with him in fending against it. Such dangers should not however paralyze practical and pragmatic action in a specific emergency, and the Senate was on as solid historic ground as the White House in wanting to count in the drought situation.

WHEN it comes to the Red Cross, the quandary takes on sharper focus. As a semi-public agency, it has developed a flexibility, a capacity to enlist vast reserves of volunteer service, cooperation and backing which would scarcely be true of a federal department. It has a freedom in relief operations very different from that of any agency whose resources could be called on as a right. Relief giving is a delicate business. If in taking a federal grant in this instance, the circumstances were not extraordinary enough to make the move self-explanatory, the Red Cross would run the risk that hereafter in every emergency people would say, "Let Congress do it," drying up the sources of generous response and undermining the power of the Red Cross to help as a voluntary association.

On the other hand there is an equally grave risk in another direction: and that is lest the Red Cross lose its rare position in the public imagination as an agency of action, swift and adequate, in truth a national association conscious of needs, competent to make its own decisions as to when and where and how those needs should be met; not merely an appendage of the administration of the day. Least of all, lest it be conceived, as has been charged in the heat of debate, as something to be manipulated as a pawn in a political clash.

UNDER the clash is the profound unrest occasioned by the cave-in of our post-war prosperity; the antithesis of a rich nation and its breadlines. The hundred million bushels of excess wheat against the hungry drought lands points this up so that the average man gets it. Will Rogers, for instance, who has the faculty for sensing and expressing what the average man feels. "I don't want to discourage Mr. Mellon and his carefully balanced budget," he wired from Hollywood shortly before he took a hand in the Red Cross drive, "but you let this country get hungry and they are going to eat, no matter what happens to budgets, income taxes, or Wall Street values. Washington mustn't forget who rules when it comes to a show-down." The drought and its aftermath will be over; but if business is down for any length of time, the issue which Mr. Rogers states in the vernacular will have mounting insistence. Since the war the Red Cross has put between four and five millions into Arkansas because of floods, storms, drought. How much more it will put into Senator Robinson's state this winter can only be guessed. But the situation lies deeper than these disasters; it lies in the sunken economic levels of rural life in the Mississippi bottomlands, which leaves the people themselves without reserves. Whether the dishevelment is in agriculture or in industry, relief is a palliative. The solution of the trouble lies neither in one method of relief or another—but in striking out affirmatively to control the causes of the trouble so far as they are of human origin. And there Washington seems even more at loose ends. Or as Arthur Woods, chairman of the President's Emergency Committee on Employment, put it at that same Senate hearing, "our composite leadership in this country" has fallen short.



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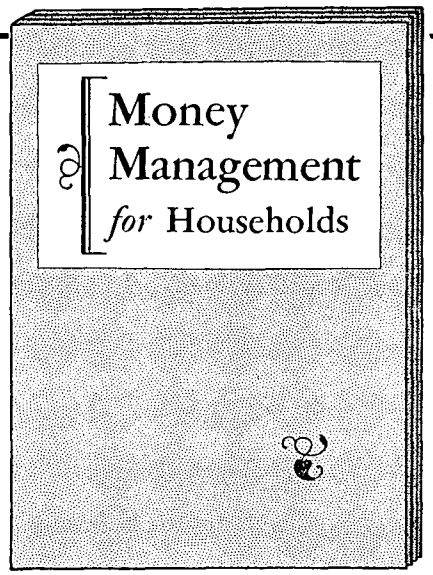



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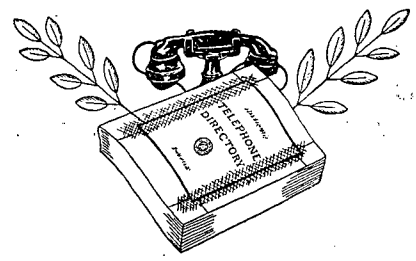


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